

IMPERIAL CONFERENCE

CONFERENCE

WITH

REPRESENTATIVES OF THE SELF-GOVERNING DOMINIONS

ON THE

NAVAL AND MILITARY DEFENCE OF THE EMPIRE

1909

WITH ADDITIONAL PAPERS RELATING TO AUSTRALIA AND NEW ZEALAND

PRINTED BY ORDER OF PARLIAMENT



OTTAWA

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EXCELLENT MAJESTY

1909

[No. 29a—1910]

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3	" "	New Zealand, Telegram.	March 24	Expresses the feelings of appreciation and gratitude with which His Majesty's Government have received the offer of a battleship; states that provision for the coming financial year is adequate, but that his Majesty's Government most gratefully accept the offer for following years, and at an early date will confer with the New Zealand Government as to the time when it may become appropriate to give effect to their proposal.	2
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Serial No.	From or to whom.	Dominion, &c.	Date.	Subject.	Page.
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15	Ditto	Canada, Telegram.	(Rec. May 5)	States that the views of the Canadian House of Commons on the question of Naval Defence have already been expressed by resolution, and that two Ministers will shortly discuss with Admiralty in London best method of carrying out that resolution; the Canadian Government have not sufficient information as to the necessity for such a formal Conference as that suggested, but will postpone visit of Ministers till July to suit the convenience of Imperial Government.	9
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I.—CORRESPONDENCE relating to the summoning of the Conference—*Continued.*

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I.—CORRESPONDENCE relating to the summoning of the Conference.—*Concluded.*

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IMPERIAL CONFERENCE

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WITH

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ON THE

NAVAL AND MILITARY DEFENCE OF THE EMPIRE

1909

I.—CORRESPONDENCE RELATING TO THE SUM- MONING OF THE CONFERENCE.

No. 1.

NEW ZEALAND.

The Governor to the Secretary of State.

(Received 9.50 a.m., March 22, 1909.)

Telegram.

(Answered by Nos. 2, 3 and 4.)

With feelings of pride and satisfaction I transmit to your Lordship following message :—

‘Government of New Zealand offer to bear cost of immediate building and arming by the British Government of one first-class battleship of the latest type. If subsequent events show it to be necessary will also bear cost of second warship of the same type.—WARD, Prime Minister.’—PLUNKET.

No. 2.

NEW ZEALAND.

The Secretary of State to the Governor.

(Sent 1.40 p.m., March 22, 1909.)

Telegram.

Please hasten to assure your Prime Minister that his message has been received by me with the highest appreciation of the generous and spontaneous offer made on behalf of New Zealand. It will be at once laid before His Majesty's Government.—CREWE.

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No. 3.**NEW ZEALAND.***The Secretary of State to the Governor.*

(Sent 3.53 p.m., March 24, 1909.)

Telegram.

(Answered by No. 6.)

In further reply to your telegram March 22,* I desire you to express to Sir J. Ward and to your Government in the warmest terms the feelings of appreciation and gratitude with which His Majesty's Government have received the offer so generously and patriotically made. So far as the coming financial year is concerned, the provision and powers for which sanction is being asked in the Naval Estimates now before Parliament afford ample security. In view of the uncertainty that exists as to the character and extent of the demands which may be made on the national resources in the following years, the offer of the New Zealand government to bear within that period the cost of providing one first-class battleship of the latest type and of a second of the same type should subsequent events show it to be necessary is most gratefully accepted by His Majesty's Government. Your Government will doubtless understand that it is impossible to enter into detail by telegraph, but you will receive at an early date full communication by despatch, as His Majesty's Government desire to consult with the New Zealand Government as to the time when it may become appropriate to give effect to their public-spirited proposal.—CREWE.

No. 4.**NEW ZEALAND.***The Secretary of State to the Governor.*

(Sent 5.10 p.m., March 24, 1909.)

Telegram.

(Answered by No. 5.)

I am commanded by the King to inform you that His Majesty is deeply gratified by the patriotic feeling displayed by New Zealand towards Mother Country in their splendid offer, and to convey at once his gratitude and high appreciation for fine patriotism and generosity shown in the magnificent offer made so promptly and spontaneously.—CREWE.

No. 5.**NEW ZEALAND.***The Governor to the Secretary of State.*

(Received 10.20 a.m., March 28, 1909.)

Telegram.

Your telegram of March 24.† Am desired by Prime Minister to convey to His Majesty the King Government of New Zealand's deep sense of gratitude for gracious message and for His Majesty's generous recognition of New Zealand offer of battleship to the Mother Country. People of New Zealand pleased to evince in a tangible way their loyalty to His Majesty the King and to help to maintain strength of Empire.—PLUNKET.

* No. 1.

†No. 4.

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No. 6.

NEW ZEALAND.

The Governor to the Secretary of State.

(Received 10.40 a.m., March 28, 1909.)

Telegram.

Your telegram of March 24.* Am desired by Prime Minister to inform you that Government and people of New Zealand much gratified acceptance of their offer; their sole desire is to assist Empire, as far as New Zealand resources permit, in maintaining naval supremacy; they feel that Imperial Government can best determine what shape and kind of contribution will promote that end, and, therefore, as desired by Imperial Government, Government of New Zealand will await explanatory despatch.

*—PLUNKET.

No. 7.

NEW SOUTH WALES.

The Acting Governor to the Secretary of State.

(Received 12.35 p.m., April 4, 1909.)

Telegram.

(Answered by No. 8.)

With reference to offer of Dreadnought, Minister asks me to send you following message†:—

‘Governments of New South Wales and Victoria are of opinion that, defence Australia should speak with one voice, it is most desirable that Governments of New South Wales and Victoria should not take action till the opportunity has been afforded the Commonwealth Parliament, when it meets, to make a proposal to Imperial Government on behalf of all the States. Therefore, if the Commonwealth Parliament resolves to make the offer of a Dreadnought to the Imperial Government, Governments of New South Wales and Victoria have agreed to contribute proportionately to the cost of the same. Despatch has been addressed to Prime Minister of Commonwealth of Australia embodying above views. If, however, Commonwealth Parliament does not adopt this course, Governments of New South Wales and Victoria have agreed immediately to take the necessary steps to obtain the authority of their respective Parliaments to share costs of a Dreadnought on a *per capita* basis.’

—G. B. SIMPSON.

No. 8.

VICTORIA: NEW SOUTH WALES

The Secretary of State to the Governor and Acting Governor.

(Sent 2.50 p.m., April 7, 1909.)

Telegram.

His Majesty's Government warmly appreciate desire‡ of New South Wales and Victoria to contribute their share of the cost of a Dreadnought, and would gratefully welcome such an addition to the naval strength of the Empire. Please convey to your Ministers the very cordial thanks of His Majesty's Government for this signal

† No. 3.

‡ NOTE.—This message was also received by telegram from the Governor of Victoria.

‡ See No. 7.

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proof of regard for the Mother Country. We fully understand the constitutional position of the State Governments in this matter, and, subject to the negotiations referred to in your telegram, His Majesty's Government will be happy to exchange more detailed communications as to the most appropriate method of giving effect to the patriotic proposals of your Government.—CREWE.

No. 9.

AUSTRALIA.

The Governor General to the Secretary of State.

Received 4.40 p.m., April 15, 1909.)

(Answered by No. 10.)

Telegram.

Prime Minister of the Commonwealth has asked me to submit to your Lordship, for consideration of His Majesty's Government, the following memorandum on the question of Naval Defence:—

‘Whereas all the Dominions of the British Empire ought to share in the most effective way in the burden of maintaining the permanent naval supremacy of the Empire:

‘And whereas this Government is of opinion that, so far as Australia is concerned, this object would be best attained by encouragement of naval development in this country so that people of Commonwealth will become a people efficient at sea and thereby better able to assist United Kingdom with men as well as ships to act in concert with the other sea forces of the Empire:

‘The views of the present Government, as a basis of co-operation and mutual understanding, are herewith submitted:—

‘(1) The Naval Agreement Act to continue for the term provided for;

‘(2) The Commonwealth Government to continue to provide, equip, and maintains the defences of naval base for use of the ships of the Royal Navy;

‘(3) In order to place Australia in a position to undertake the responsibility of local naval defence, the Commonwealth Government to establish a Naval Force;

‘(4) The Commonwealth Government to provide ships constituting the torpedo flotilla and maintain them in a state of efficiency, wages, pay, provision, and maintenance of officers and men;

‘(5) The sphere of action of the Naval Force of the Commonwealth to be primarily about the coast of Commonwealth and its territories;

‘(6) The administrative control of the Naval Force of the Commonwealth to rest with the Commonwealth Government. The officer commanding to take his orders from the Commonwealth Government direct, proper sequence of command by officers appointed by the Commonwealth being maintained. The forces to be under naval discipline administered in same way as in the Royal Navy;

‘(7) Whilst employed about the coast of Commonwealth or its territories, whether within territorial limits or not, the vessels forming the Naval Force of the Commonwealth to be under the sole control of Commonwealth. Should the vessels go to other places, the said vessels to come under the command of the naval officer representing the British Government, if such officer be senior in rank to the Commonwealth officer. Provided that, if it be necessary to send these vessels or any of them on training cruises outside the waters referred to, arrangements shall be made with the Lords Com-

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missioners of the Admiralty through Naval Commander in Chief on the Australian station;

‘(8) In time of war or emergency or upon a declaration by the Senior Naval Officer representing British Government, that a condition of emergency exists, all the vessels of the Naval Force of the Commonwealth shall be placed by the Commonwealth Government under the orders of Lords Commissioners of the Admiralty. The method by which the vessels shall come under the orders of the Senior Naval Officer would be by furnishing each Commander of an Australian vessel with sealed orders and instructions (to) the effect that upon the declaration to him by the Senior Naval Officer representing British Government that a state of war or emergency exists, such sealed orders shall thereupon be opened and, in pursuance of their provisions, he shall thereupon immediately place himself under the orders of the Senior Naval Officer representing British Government;

‘(9) It is, however, to be understood that if the services of any of the Coast Defence vessels be desired in seas remote from Australia, the approval of the Commonwealth Government shall first be obtained to their removal;

‘(10) To ensure the highest efficiency, the Lords Commissioners of the Admiralty to be asked to agree to the Naval Commander in Chief on the Australian Station making, at request of the Commonwealth Government, periodical inspection of the vessels of the Naval Force of the Commonwealth, Naval School of Instruction and Naval Establishment.

‘(11) Lords Commissioners of the Admiralty to be asked also to approve of the service on the flotilla of such officers of the Royal Navy as may be mutually agreed to for service as Instructors and Specialist officers and to receive officers of the local flotilla for instruction at the torpedo, gunnery, and other schools in the United Kingdom;

‘(12) Lords Commissioners of the Admiralty to be asked to give opportunities from time to time for officers and men specially selected by the Commonwealth being attached to battle fleets or torpedo flotillas in European waters for special instruction, the expense to be borne by Commonwealth; and

‘(13) For special facilities to be given, by arrangement with the Naval Commander-in-Chief on the Australian Station, for the vessels of the flotilla being exercised in conjunction the ships of the Royal Navy on the Australian Station, subject to the command of such combined exercises being held by the Naval Commander-in-Chief of the Royal Navy on the Australian Station.’

In concluding his memorandum, Prime Minister assures me that Commonwealth Government would highly appreciate the receipt, at earliest possible moment, of the views of His Majesty's Government on the foregoing proposals.—DUDLEY.

No. 10.

AUSTRALIA.

The Secretary of State to the Governor-General.

(Sent 1.45 p.m., 16th April, 1909.)

Telegram.

Your telegram 15th April.* Please assure Prime Minister that I will lose no time in submitting his important proposals for the consideration of the Lords Commissioners of the Admiralty and for an early expression of the views of His Majesty's Government.—CREWE.

* No. 2.

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No. 11.

*The Secretary of State to the Governor General and Governors.**

(Sent 6 p.m., 30th April, 1909.)

Telegram.

(Answered by Nos. 16, 17, 21, 25, and 32.)

The Prime Minister of the United Kingdom, as President of the Imperial Conference, has desired me to ask you to convey the following message to the Prime Minister of (the Commonwealth of Australia) (the Dominion of (New Zealand) (Cape Colony) (Newfoundland).)

‘It will, no doubt, be within your knowledge that on the 29th March the Canadian House of Commons passed a Resolution to the following effect:—

‘*Resolution begins:* That this House fully recognises the duty of the people of Canada as they increase in numbers and wealth to assume in larger measure the responsibility of National Defence.

‘The House is of opinion that, under the present constitutional relations between the Mother Country and the self-governing Dominions, the payment of regular and periodical contributions to the Imperial Treasury for naval and military purposes, would not, so far as Canada is concerned, be the most satisfactory solution of the question of defence.

‘The House will cordially approve of any necessary expenditure designed to promote the speedy organization of a Canadian Naval Service in co-operation with, and in close relation to, the Imperial Navy along the lines suggested by the Admiralty at the last Imperial Conference, and in full sympathy with the view that the Naval supremacy of Britain is essential to the security of commerce, the safety of the Empire, and the peace of the world. The House expresses its firm conviction that whenever the need arises the Canadian people will be found ready and willing to make any sacrifice that is required to give to the Imperial authorities the most loyal and hearty co-operation in every movement for the maintenance of the integrity and honour of the Empire. *Resolution ends.*

‘I understand that the Dominion Government proposes that its Defence Ministers should come here at an early date to confer with the Imperial Naval and Military Authorities upon technical matters arising upon that Resolution.

‘His Majesty’s Government have also before them recent patriotic proposals made by Australia and New Zealand, proposals most highly appreciated by the Mother Country, and demanding very cordial and careful consideration both as to principle and detail.

‘I desire, therefore, to commend to you the following important suggestion, namely, that a Conference of representatives of the self-governing Dominions convened under the terms of Resolution I. of the Conference of 1907, which provides for such subsidiary conferences, should be held in London early in July next. The object of the Conference would be to discuss the general question of Naval and Military Defence of the Empire with special reference to the Canadian Resolution, and to the proposals from New Zealand and Australia to which I have referred.

‘I assume that as the consultation would be generally upon technical or quasi-technical naval and military matters the other Governments of the self-governing Dominions would elect to be represented as in the case of

*Australia, New Zealand, Cape of Good Hope and Newfoundland.

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Canada by their Ministers of Defence, or failing them by some other member of the Government assisted by expert advice, but it is entirely for the

	the Commonwealth	
	<u>New Zealand</u>	
Government of	Cape Colony	to decide the pre-
	Newfoundland	

cise form of its representation.

'The Conference would, of course, be of a purely consultative character, it would be held in private and its deliberations would be assisted by the presence of members of the Committee of Imperial Defence, or of other expert advisers of His Majesty's Government. I am addressing a similar message to the other members of the Imperial Conference.'

I am strongly of opinion that an early confidential exchange of views between His Majesty's Government and the Governments of His Majesty's self-governing Dominions beyond the seas will be of the greatest mutual advantage, and I therefore trust that your Prime Minister and his colleagues will see their way to adopt the proposal.

(*To Newfoundland only:* At present juncture I presume your Prime Minister will suspend definite answer until the elections are over.)

(*To Cape only:* I recognize that at the present time the Government of Cape Colony in common with the other South African Governments which are contemplating the probability of early union may not be in a position to take an active part in such a Conference, but the absence of any representatives of the South African Dominions from its deliberations would be a serious detriment to the completeness of the Conference.)

Please repeat this telegram to the Governors of Transvaal, Orange River Colony and Natal.

I have informed them that I have communicated message to you for Prime Minister of Cape Colony which is also for communication to other Prime Ministers in identic terms.]—CREWE.

No. 12.

TRANSVAAL, ORANGE RIVER COLONY, NATAL.

(*The Secretary of State to the Governors.*)

(Sent 6 p.m., 30th April, 1909.)

Telegram.

(*Answered by Nos. 18, 23, 26 and 33.*)

The Prime Minister of the United Kingdom, as President of the Imperial Conference, has desired me to ask you to convey a message to the Prime Minister of (the Transvaal), (the Orange River Colony), (Natal), which he has also addressed to the Prime Ministers of the other South African Colonies in identic terms.

I have communicated the text in a telegram to the Governor of the Cape Colony,* and I have asked him to repeat my telegram to you.—CREWE.

* No. 11.

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No. 13.

CANADA.

The Secretary of State to the Governor General.

(Sent 6 p.m., 30th April, 1909.)

Telegram.

(Answered by No. 15.)

The Prime Minister of the United Kingdom, as President of the Imperial Conference, has desired me to ask you to convey the following message to the Prime Minister of the Dominion of Canada:—

‘His Majesty’s Government have noted with much satisfaction the resolution passed by the House of Commons of the Dominion of Canada on March 29 on subject of national defence, recording its approval of the speedy organization of a Canadian naval service in co-operation with, and in close relation to, the Imperial navy, and I understand that the Dominion Government proposes that its Defence Ministers should come here at an early date to confer with the Imperial Naval and Military Authorities upon technical matters arising upon that resolution.

‘His Majesty’s Government have also before them recent patriotic proposals made by Australia and New Zealand, demanding very cordial and careful consideration both as to principle and detail.

‘I desire, therefore, to commend to you the following important suggestion, namely, that a conference of Representatives of the self-governing Dominions, convened under the terms of Resolution I. of the Conference of 1907, which provides for such subsidiary Conferences should be held in London early in July next. The object of the Conference would be to discuss the general question of naval and military defence of the Empire, with special reference to the Canadian Resolution and to the proposals from New Zealand and Australia, to which I have referred.

‘The Conference would, of course, be of a purely consultative character; it would be held in private, and its deliberations would be assisted by the presence of members of the Committee of Imperial Defence or of other expert advisers of His Majesty’s Government.

‘I am addressing a similar message to the other Members of the Imperial Conference. I am intimating to the other Prime Ministers that I assume that as the consultation would be generally upon technical or quasi-technical naval and military matters, the other Dominions would elect to be represented, as in case of Canada, by their Ministers of Defence, or, failing them, by some other Member of the Government assisted by expert advice.’

I am strongly of the opinion that an early confidential exchange of views between His Majesty’s Government and the Governments of His Majesty’s self-governing Dominions beyond the seas will be of the greatest mutual advantage, and I therefore trust that your Prime Minister and his colleagues will see their way to adopt the proposal.—CREWE.

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No. 14.

AUSTRALIA.

The Governor-General to the Secretary of State.

(Received 8.30 a.m., 1st May, 1909.)

Telegram.

1st May. Confidential. The Government of Commonwealth suggests to His Majesty's Government the desirableness of convening a conference of the self-governing Dominions at the earliest possible suitable date, to consider a definite line of co-operation for the naval defence of the Empire.—DUDLEY.

No. 15.

CANADA.

The Governor-General to the Secretary of State.

(Received 2.30 a.m., 5th May, 1909.)

Telegram.

(Answered by No. 20.)

Your telegram of 30th April.* Ministers wish to point out that views of Canadian House of Commons on the question of naval defence have already been expressed, and, in pursuance of resolution of that body, two Ministers, as already announced, will shortly go to London to discuss with Admiralty best method of carrying out that resolution. My Ministers have not sufficient information to warrant them in advising as to necessity for such a formal Conference as that suggested, but there would be no objection to postpone visit till July so as to suit convenience of Imperial Government.—GREY.

No. 16.

AUSTRALIA.

The Governor-General to the Secretary of State.

(Received 9.20 a.m., 5th May, 1909.)

Telegram.

(Answered by No. 20.)

Your telegram of 30th April.† Government of Commonwealth of Australia concurs in views of His Majesty Government and will send delegation representing Commonwealth Government at proposed Conference on Military and Naval defence.—DUDLEY.

No. 17.

NEW ZEALAND.

The Governor to the Secretary of State

(Received 11.56 a.m., 7th May, 1909.)

Telegram.

(Answered by No. 20.)

Naval Defence. Your telegram of 30th April.† The following is from my Ministers:—

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To enable Ministers to attend as requested, an early Session of Parliament would be necessary, with the object of obtaining supplies and adjourning during the absence of Ministers in England; this adjournment being absolutely necessary inasmuch as this is a new Parliament and is the first Session of that Parliament. If it is necessary that New Zealand should be represented, it would be desirable that the date should be fixed not earlier than the last week in July. On receipt of reply from the Home Government, Parliament will be called for the 10th June for the purpose of considering the matter, that being the earliest possible date under the existing prorogation. The opinion of Ministers here is that the representation of all parts of the Empire at the Conference is essential, and that the course the Home Government is taking is the right one and is in the best interests of the Empire. They recognize that it would be a matter of much regret if, through not being able to postpone the meeting of the new Parliament, New Zealand could not be represented at the Conference.

—PLUNKETT.

No. 18.

TRANSVAAL.

The Governor to the Secretary of State

(Received 6.5 p.m., 10th May, 1909.)

Telegram.

(Answered by No. 30.)

May 10th. Defence Conference. With reference to Prime Minister's invitation* to representatives of South Africa Governments, General Botha writes that along with colleagues he deeply appreciates courtesy of invitation, and is anxious to accept it on behalf of Transvaal Government. He points out that, as you anticipate, in view of impending changes here it will not be possible for any of South African Premiers to take very active part in Conference or to adhere to any policy by which future Union Government might seem to be bound. At the same time it is agreed by General Botha and his colleagues that the presence of South African representatives at Conference will make it more complete, and may help future Union Government in formulating some general scheme of South African defence as far as possible in harmony with systems in other parts of the Empire. They suggest that delegates from Conference who have to go to London in connection with South Africa Bill should leave South Africa end of June, and arrive in London middle of July. Arrangements would then be made by members of the Government who are on the delegation for the proper representation of the Transvaal at sittings of the Defence Conference.

I should add that I have not yet received from President of Convention a formal reply to my letter expressing hope that delegation will arrive in London not later than July 17, but I believe your invitation for that date will be accepted.—SELBORNE.

*No. 12.

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No. 19.

CANADA. AUSTRALIA.

The Secretary of State to the Governors General.

Telegram.

(Sent 6.15 p.m., 10th May, 1909.)

(Answered by Nos. 22 and 24.)

10th May. Confidential. *(To Canada only. Commonwealth Government concur in views of His Majesty's Government and will send delegation.)*

Government of New Zealand earnestly desire to attend Conference, but point out that their Minister cannot attend until the new Parliament has been convened and has voted supplies, and that consequently the date of Conference in London should be fixed not earlier than the last week of July. New Zealand Government believe course proposed by His Majesty's Government is in best interests of Empire and express the opinion, which His Majesty's Government share, that it would be a matter for much regret if New Zealand could not be represented through not being able to postpone the meeting of the new Parliament.

His Majesty's Government trust, therefore, that it will be possible to arrange for the delegation from (Canada), (Australia) to attend at end of July.—CREWE.

No. 20.

CANADA: AUSTRALIA: NEW ZEALAND.

The Secretary of State to the Governors General and Governor.

(Sent 2 p.m., 12th May, 1909.)

Telegram.

Your telegram (5th May), (7th May).* I desire, in name of Prime Minister and of His Majesty's Government to express their gratification at readiness of (Dominion), (Commonwealth) Government to take part in Conference.

I hope that, as result of communications now proceeding, it will be possible shortly to fix, definitely, date for its meeting convenient to all Governments.—CREWE.

No. 21.

CAPE OF GOOD HOPE.

The Governor to the Secretary of State

(Received 3.3 p.m., 12th May, 1909.)

Telegram.

(Answered by No. 30.)

12th May. Your telegram of 30th April,† Defence Conference. Minute from Ministers expressing appreciation of your courtesy, and saying that His Majesty's Government readily understands that Cape Colony cannot take any part involving responsibility which it would fall on others to discharge. Ministers are, however, entirely in agreement with you in thinking that presence of delegates from South Africa would add to completeness of Conference, and help future Union Government

* Nos. 15, 16 and 17.

† No. 11.

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in formulating some general scheme of South African defence. Delegates from Cape Colony deputed to visit London in connection with South Africa Act will be authorized to attend Defence Conference. Delegates should reach London in the middle of July, and will probably consist of Prime Minister, and one or two other delegates.

Minute leaves by next mail.

Repeated to High Commissioner for South Africa.—HELY-HUTCHINSON.

No. 22.

CANADA.

The Governor General to the Secretary of State.

(Received 7.5 p.m., May 12, 1909.)

Telegram.

Confidential. With reference to your telegram of May 10,* my Prime Minister says that the end of July will be equally convenient for Mr. Brodeur and Sir F. Borden.—GREY.

No. 23.

ORANGE RIVER COLONY.

The Governor to the Secretary of State.

(Received 11.40 a.m., May 13, 1909.)

Telegram.

(Answered by No. 30.)

May 13. Prime Minister desires me to acknowledge receipt of courteous invitation Prime Minister of United Kingdom contemplated in your telegram of April 30† sent through Governor Cape Colony. Prime Minister hopes that delegates from this Colony who go to London end of June in connection with South African Union may be able to make arrangements to attend Defence Conference. Despatch‡ follows by mail with full minute of Prime Minister.—GOULD-ADAMS.

No. 24.

AUSTRALIA.

The Governor General to the Secretary of State.

(Received 8.15 a.m., May 14, 1909.)

Telegram.

Date of conference end of July acceptable to Commonwealth Government. Names representatives few days.—DUDLEY.

* No. 19.

† No. 12. ‡ See No. 33.

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No. 25.

NEWFOUNDLAND.

The Governor to the Secretary of State.

(Received 9.25 p.m., May 14, 1909.)

Telegram.

(Answered by No. 28.)

Your telegram of April 30.* Understand that Prime Minister expresses a desire to attend proposed Conference if Session of Parliament can be completed in time. Please inform me date proposed Conference will be opened.—MACGREGOR.

No. 26.

NATAL.

The Governor to the Secretary of State.

(Received 9 a.m., May 15, 1909.)

Telegram.

(Answered by No. 30.)

May 14. Natal accepts invitation of His Majesty's Government contained in your telegram of May 1† to be represented at Conference on Naval and Military Defences of Empire, and my Ministers concur in proposal of Transvaal Government that members of South African Governments who go to London in connection with passage of South Africa Act should attend sittings of Defence Conference.—NATHAN.

No. 27.

NEW ZEALAND.

The Secretary of State to the Governor.

(Sent 1.28 p.m., May 17, 1909.)

Telegram.

(Answered by No. 29.)

Please inform your Ministers that Governments of Commonwealth and Canada have accepted invitation to Defence Conference proposed in my telegram of 30 April,* and that Government of South African Colonies will authorize delegates sent home in connection with Union Bill to attend Conference. In these circumstances I earnestly hope that the Dominion of New Zealand will be represented, and that it may be possible for Sir J. Ward, as Minister of Defence and Prime Minister, to be spared from his important duties to attend the Conference.

It is now proposed to hold Conference at end of July, as that date will be convenient for the other delegates, and will, I hope, be also convenient to your Prime Minister.—CREWE.

*No. 11.

†No. 12.

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No. 28.**NEWFOUNDLAND.***The Secretary of State to the Governor.*

(Sent 4.55 p.m., May 19, 1909.)

Telegram.

Your telegram May 14.* Exact date opening Conference not fixed, but expected to be last week July. I shall cordially welcome presence of your Premier.—CREWE.

No. 29.**NEW ZEALAND.***The Governor to the Secretary of State.*

(Received 8.30 a.m., May 20, 1909.)

Telegram.

(Answered by No. 36.)

Your telegram of May 17.† My Government fully recognize importance of Conference; efforts being made to meet His Majesty's Government's request sending reply by telegram as soon as possible.—PLUNKET.

No. 30.*The Secretary of State to the Governors.*

(Sent 12.22 p.m., May 21, 1909.)

Telegram.

- (1. Transvaal.)
- (2. The Cape of Good Hope.)
- (3. Orange River Colony.)
- (4. Natal.)

May 21, No. 1. Your telegram (1. May 10) (2. May 12) (3. May 13) (4. May 14,‡ Please express to your ministers satisfaction with which His Majesty's Government learn that colony will be represented at Defence Conference.—CREWE.

No. 31.**AUSTRALIA.***The Governor General to the Secretary of State.*

(Received 2.29 p.m., June 4, 1909.)

Telegram.

(Answered by No. 34.)

Confidential. Government of Commonwealth of Australia take earliest opportunity after assuming office to inform Prime Minister, as President of Imperial Conference, that will shortly submit to parliament their proposals for defence Commonwealth and its coasts. They now beg to offer to the Empire an Australian Dreadnought, or such addition to its naval strength as may be determined after consultation with Naval and Military Conference in London, at which it will be represented. This offer will be communicated to parliament immediately it re-assembles.—DUDLEY.

*No. 15.

†No. 27.

‡Nos. 18, 21, 23 and 26.

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No. 32.

CAPE OF GOOD HOPE.

The Governor to the Secretary of State.

(Received June 5, 1909.)

GOVERNMENT HOUSE, CAPE TOWN, May 11, 1909.

MY LORD,

I communicated to the Prime Minister your Lordship's telegram of 30th April, 1909,* on the subject of the proposed Defence Conference.

2. The Prime Minister was at Bloemfontein, attending the South African National Convention, and informed me that he would consult the other Prime Ministers present at the convention on the subject of Mr. Asquith's proposals. The convention has, as your Lordship is aware, come to an agreement. The amended draft of the South Africa Act has been unanimously signed, and the prospect of its passing the South African parliaments seems favourable.

3. I received to-day from the Prime Minister the minute of which a copy is inclosed, from which your Lordship will see that the delegates from the Cape Colony who may be deputed to visit London in connection with the South Africa Act will be authorized to attend the sittings of the Defence Conference and that the delegation, which is expected to reach London in the middle of July, will probably consist of the Prime Minister and of one or two others.

4. I have informed your Lordship by telegram† of the substance of the minute.

5. I am communicating a copy of this despatch to the High Commissioner.

I have, &c.,

WALTER HELY-HUTCHINSON.

Enclosure in No. 32.

Prime Minister to Governor.

(No. 1/187.)

SOUTH AFRICAN NATIONAL CONVENTION, BLOEMFONTEIN, May 11, 1909.

Ministers have to acknowledge the message, dated 1st May, forwarding the telegraphic message from the Secretary of State with reference to the proposed conference on the subject of the naval and military defences of the Empire.

Ministers desire to express their appreciation of the courtesy of the Secretary of State in extending to them the invitation to attend this conference. Owing to the impending political changes in South Africa, His Majesty's government will readily understand that it will be quite impossible for this colony to take any part involving responsibilities which would fall on others to discharge. They are, however, entirely at one with the Secretary of State in thinking that the presence of delegates will add to completeness of the conference, and will help the future Union Government in formulating some general scheme of South African Defence and in bringing that scheme into harmony with those which may be adopted in other portions of the Empire. The delegates from the colony who may be deputed to visit London in connection with the South Africa Act will be authorized to attend the sittings of the Conference on Defence.

It is hoped that the delegation will reach London in the middle of July.

It will probably consist of the Prime Minister and one or two other delegates.

JOHN X. MERRIMAN.

*No. 11.

†No. 21.

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No. 33.

ORANGE RIVER COLONY.

The Governor to the Secretary of State.

(Received June 5, 1909.)

GOVERNOR'S OFFICE, BLOEMFONTEIN, May 17, 1909.

MY LORD,

With reference to your Lordship's telegram of the 30th ultimo,* I have the honour to inform you that I received through the Governor of the Cape of Good Hope the message from the Prime Minister of the United Kingdom relative to the Imperial Defence Conference.

2. I at once transmitted Mr. Asquith's message to my Prime Minister, and, in confirmation of my telegram to your Lordship of the 13th instant,† I now inclose a copy of the minute received by me from Mr. Fischer setting forth the attitude to be adopted by this colony in reference to the conference.

I have, &c.,

HAMILTON GOOLD-ADAMS,

Governor.

Enclosure in No. 33.

(Minute No. 1981.)

PRIME MINISTER'S OFFICE,

BLOEMFONTEIN, ORANGE RIVER COLONY, May 11, 1909.

Ministers have the honour to acknowledge the receipt of His Excellency the Governor's minute, No. 572, of the 3rd instant, forwarding copy of a telegram from His Excellency the Governor of Cape Colony, dated the 3rd instant, and to state that they have discussed with the Prime Ministers of the other South African Colonies the Secretary of State's invitation therein contained to representatives from the South African governments to the Conference on the Naval and Military Defences of the Empire.

Ministers appreciate deeply the courtesy of His Majesty's government in extending this invitation to this government, and need not assure His Majesty's government how anxious they are to accept it. It will, of course, be understood, as indeed the Secretary of State clearly anticipates, that it will not be possible for any of the self-governing South African colonies, in view of the great political change now pending in South Africa, to take a very active part in such a conference or to adhere to any policy which might seem to bind the Union Government which will so soon replace the present Colonial Governments.

Ministers, however, at the same time agree that the presence of South African representatives at the Conference will not only give it greater completeness but may help the future Union Government towards formulating some general scheme of South African defence which may as far as possible be in harmony with the systems prevailing in other parts of the Empire.

With reference to the question as to when delegates from this Colony could attend the Conference, Ministers have to state that it was the view of the Prime Ministers that the delegates from the South African Governments who have to go to London in connection with the passage of the South African Act through the British Parliament should leave South Africa at the end of June and so arrive in London in the middle of July. The members of the Governments who are on this delegation could then make the necessary arrangements to attend also, as far as possible, the sittings of the Defence Conference.

A. FISCHER.

* No. 12.

† No. 23.

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No. 34.

AUSTRALIA.

The Secretary of State to the Governor General.

(Sent 12.15 p.m., June 7, 1909.)

Telegram.

(Confidential.)

June 7. Please convey to your Ministers the warm and very cordial thanks of His Majesty's Government for offer contained in your telegram of June 4*. They welcome the opportunity for consultation which will be afforded by the forthcoming conference on the defence of the Empire.—CREWE.

— — —
No. 35

AUSTRALIA.

The Governor General to the Secretary of State.

(Received 8.35 a.m., June 15, 1909.)

Telegram.

Commonwealth of Australia will be represented Naval and Military Conference by Colonel Honourable J. Foxton, C.M.G., Honorary Minister.—DUDLEY.

— — —
No. 36.

NEW ZEALAND.

The Secretary of State to the Governor.

(Sent 4.10 p.m., June 16, 1909.)

Telegram.

(Answered by No. 37.)

Your telegram, May 20.† I see from press telegram that your Prime Minister will leave this week for England to represent Dominion at Naval Conference. Should be glad to know for certain date when he expects to arrive England.—CREWE.

— — —
No. 37.

NEW ZEALAND.

The Acting Governor to the Secretary of State.

Received 10.1 a.m., June 18, 1909.)

Telegram.

Your telegram of June 16.* Prime Minister leaves New Zealand to-day to attend Defence Conference; proceeds from Adelaide by steamer *China*, and from Port Said by P. & O. express steamer to Brindisi, thence to London, expecting to arrive July 24. He suggests that if convenient Conference should meet few days later.—JAMES PRENDERGAST.

* No. 31.

† No. 29.

‡ No. 36.

II.—PROCEEDINGS OF THE IMPERIAL CONFERENCE.

A.

The first meeting was held at the Foreign Office, on Wednesday, 28th July, and subsequent meetings took place on 29th July at the War Office, and on the 3rd, 5th, 6th and 19th of August at the Foreign Office.

At the opening meeting the Prime Minister of the United Kingdom, as President of the Imperial Conference, occupied the Chair, and addressed the representatives of the self-governing Dominions.

The Right Honourable the Earl of Crewe, K.G., Secretary of State for the Colonies, presided at the other meetings.

The Right Honourable R. B. Haldane, M.P., took part in the proceedings in his capacity as Secretary of State for War, and the Right Honourable R. McKenna, in his capacity as First Lord of the Admiralty.

The following were the members of the Conference from the self-governing Dominions beyond the seas:—

Canada—

The Hon. Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence.

The Hon. L. P. BRODEUR, K.C., LL.D., Minister of Marine and Fisheries.

Australia—

Colonel the Hon. J. F. G. FOXTON, C.M.G., Minister without portfolio.

New Zealand—

The Right Hon. Sir J. G. WARD, K.C.M.G., Prime Minister and Minister of Defence.

Cape Colony—

The Right Hon. J. X. MERRIMAN, Prime Minister.

Newfoundland—

The Hon. Sir E. P. MORRIS, Prime Minister.

Natal—

Colonel the Hon. E. M. GREENE, K.C., Minister for Railways and Harbours.

Transvaal—

The Hon. J. C. SMUTS, Colonial Secretary.

Orange River Colony—

The Hon. A. FISCHER, Prime Minister.

General the Hon. J. B. M. HERTZOG, Attorney General.

There were also present during the proceedings:—

Colonel J. E. B. SEELY, D.S.O., M.P., Parliamentary Under-Secretary of State for the Colonies.

Dr. T. J. MACNAMARA, M.P., Parliamentary Secretary to the Admiralty.

Lord LUCAS, Parliamentary Under-Secretary of State for War.

Mr. F. D. ACLAND, M.P., Financial Secretary, War Office.

Sir FRANCIS HOPWOOD, G.C.M.G., K.C.B., Permanent Under-Secretary of State for the Colonies.

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Rear-Admiral Sir C. L. OTTLEY, K.C.M.G., M.V.O., Secretary to the Committee of Imperial Defence.

Rear-Admiral the Hon. A. E. BETHELL, C.M.G., R.N., Director of Naval Intelligence.

Mr. W. GREENE, C.B., Assistant Secretary of the Admiralty.

General Sir W. G. NICHOLSON, G.C.B., Chief of the General Staff.

General Sir I. S. M. HAMILTON, K.C.B., D.S.O., Adjutant General.

Major General J. S. EWART, C.B., Director of Military Operations.

Colonel W. ADYE, C.B., representing the Director of Staff Duties.

Brigadier General G. F. ELLISON, C.B., Director of Organization.

Brigadier General A. J. MURRAY, C.B., Director of Military Training.

Canada—

Major General Sir P. H. N. LAKE, K.C.M.G., C.B.

Rear Admiral C. E. KINGSMILL.

Australia—

Colonel W. T. BRIDGES, C.M.G.

Captain W. R. CRESWELL, C.M.G.

New Zealand—

Colonel R. H. DAVIES, C.B.

South Africa—

Brigadier General G. C. ASTON, C.B.

Colonel P. S. BEVES.

Mr. H. W. JUST, C.B., C.M.G.,

Secretary.

Mr. W. A. ROBINSON,

Mr. H. E. DALE,

Captain J. R. CHANCELLOR, D.S.O.,

Assistant Secretaries.

The Conference was convened in accordance with the telegram from the Secretary of State for the Colonies of the 30th of April, under the terms of Resolution I of the Conference of 1907, which provides for such subsidiary Conferences, as a subsidiary Imperial Conference of a consultative character to be held in private. At the final meeting it was agreed that a general statement of the results should be made in the House of Commons, and that the publication of any papers should be arranged with the concurrence of each Dominion.

At the close of the proceedings, the following resolution was carried on the motion of Sir Frederick Borden:—

‘That the members of this Conference representing the self-governing Dominions desire before they separate to convey to Lord Crewe their warm and sincere appreciation of the manner in which he has presided over their deliberations as well as of the courtesies which they have received from him. They desire also to place on record the deep sense of gratitude which they feel for the generous hospitality which has been extended to them by the Government and people of the United Kingdom.’

A statement was made in the House of Commons by the Prime Minister, the Right Honourable H. H. Asquith, M.P., on 26th August, in these terms:—

‘The Conference, which has just concluded its labours, was convened under the terms of Resolution I. of the Conference of 1907. In the invitation

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sent by His Majesty's Government at the end of April to the Governments of the Dominions, it was stated that the object of the Conference would be to discuss the general question of Naval and Military Defence of the Empire, with special reference to recent proposals from New Zealand and Australia, and to the Resolution passed on 29th March by the House of Commons of the Dominion of Canada. It was further stated that the Conference would be of a purely consultative character, and that it would be held in private. It follows that all Resolutions come to and proposals approved by the Conference which has now been held, must be taken, so far as the delegates of the Dominions are concerned, to be *ad referendum*, and of no binding force unless and until submitted to their various Parliaments.

I should add, in special reference to the delegates from South Africa, that they did not feel themselves in a position, in regard to either naval or military defence, to submit or to approve positive proposals until the Union of South Africa was an accomplished fact. With this preface I will briefly summarize the main conclusions of the Conference in regard, first to Military, and next to Naval Defence.

MILITARY DEFENCE.

After the main Conference at the Foreign Office, a Military Conference took place at the War Office, and resulted in an agreement on the fundamental principles set out in Papers which had been prepared by the General Staff for consideration by the Delegates. The substance of these Papers (which will be included among the Papers to be published) was a recommendation that, without impairing the complete control of the Government of each Dominion over the military forces raised within it, these forces should be standardized, the formation of units, the arrangements for transport, the patterns of weapons, &c., being as far as possible assimilated to those which have recently been worked out for the British Army. Thus, while the Dominion troops would in each case be raised for the defence of the Dominion concerned, it would be made readily practicable in case of need for that Dominion to mobilize and use them for the defence of the Empire as a whole.

The Military Conference then entrusted to a Sub-Conference, consisting of military experts at headquarters and from the various Dominions, and presided over by Sir W. Nicholson, acting for the first time in the capacity of Chief of the Imperial General Staff, the duty of working out the detailed application of these principles.

I may point out here that the creation early this year of an Imperial General Staff, thus brought into active working, is a result of the discussions and resolutions of the Conference of 1907. Complete agreement was reached by the members of the Sub-Conference, and their conclusions were finally approved by the Main Conference and by the Committee of Imperial Defence, which sat for the purpose under the presidency of the Prime Minister. The result is a plan for so organizing the forces of the Crown wherever they are that, while preserving the complete autonomy of each Dominion, should the Dominions desire to assist in the defence of the Empire in a real emergency, their forces could be rapidly combined into one homogeneous Imperial Army.

NAVAL DEFENCE.

Naval defence was discussed at the meetings of the Conference held at the Foreign Office on the 3rd, 5th and 6th August. The Admiralty memorandum, which had been circulated to the Dominion representatives, formed the basis of the preliminary conferences.

The alternative methods which might be adopted by Dominion Governments in co-operating in Imperial Naval Defence were discussed. New Zealand preferred to adhere to her present policy of contribution; Canada and Australia preferred to

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lay the foundation of fleets of their own. It was recognized that in building up a fleet a number of conditions should be conformed to. The fleet must be of a certain size, in order to offer a permanent career to the officers and men engaged in the service; the *personnel* should be trained and disciplined under regulations similar to those established in the Royal Navy, in order to allow of both interchange and union between the British and the Dominion Services; and with the same object, the standard of vessels and armaments should be uniform.

A remodelling of the squadrons maintained in Far Eastern waters was considered on the basis of establishing a Pacific fleet, to consist of three units in the East Indies, Australia and China seas, each comprising, with some variations, a large armoured cruiser of the new *Indomitable* type, three second-class cruisers of the *Bristol* type, six destroyers of the *River* class, and three submarine of *C* class.

The generous offer, first of New Zealand and then of the Commonwealth Government, to contribute to Imperial naval defence by the gift each of a battleship was accepted with the substitution of cruisers of the new *Indomitable* type for battleships—these two ships to be maintained one on the China and one on the Australian station.

Separate meetings took place at the Admiralty with the representatives of Canada, Australia and New Zealand, and general statements were agreed to in each case for further consideration by their respective Governments.

As regards Australia, the suggested arrangement is that with some temporary assistance from Imperial funds the Commonwealth Government should provide and maintain the Australian unit of the Pacific Fleet.

The contribution of the New Zealand Government would be applied towards the maintainance of the China unit, of which some of the smaller vessels would have New Zealand waters as their headquarters. The New Zealand armoured cruiser would be stationed in China waters.

As regards Canada, it was considered that her double seaboard rendered the provision of a fleet unit of the same kind unsuitable for the present. It was proposed, according to the amount of money that might be available, that Canada should make a start with cruisers of the *Bristol* class and destroyers of an improved *River* class—a part to be stationed on the Atlantic seaboard and a part on the Pacific.

In accordance with an arrangement already made, the Canadian Government would undertake the maintenance of the dockyards at Halifax and Esquimalt, and it was a part of the arrangement proposed with the Australian representatives that the Commonwealth Government should eventually undertake the maintenance of the dockyard at Sydney.

Papers containing all the material documents will be laid before Parliament in due course, and, it is hoped, before the conclusion of the Session.

B.

(I.)—NAVAL DEFENCE.

The question of Naval Defence was specially discussed at meetings of the Conference held at the Foreign Office on the 3rd, 5th, and 6th of August, the Earl of Crewe, K.G., being in the chair. The memorandum of the First Lord of the Admiralty dated 20th July, which had been circulated to the members of the Conference, formed the basis of the discussion, and, as anticipated in that Memorandum, the subject was approached from a somewhat different point of view by the representatives of each Dominion. It was agreed that further discussion of new arrangements and provision for naval defence should take place between the Admiralty and the representatives of those Dominions (Canada, Australia and New Zealand) who had come to the Conference with that object in view.

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No conference was held with the representatives of the South African Colonies, The position in which they were placed pending the formation of the Government and the election of the Parliament of the Union of South Africa rendered any authoritative expression of opinion by them impracticable. Meanwhile the new Union Government would take over the obligation to continue the existing contributions to the Navy which are paid by the Colonies of the Cape of Good Hope and Natal.

Similarly the representative of Newfoundland indicated that the existing provision made by that Colony would be continued.

Separate meetings accordingly took place at the Admiralty with the representatives of Canada, Australia, and New Zealand, when the following general statements were agreed to in each case, it being recognized that in the time available it was impossible that all details should be thoroughly gone into and settled. Several administrative and financial points remained still to be decided.

(II.)—ADMIRALTY MEMORANDUM.

On the 16th March of this year statements were made on the growing strength of foreign navies by the Prime Minister and the First Lord of the Admiralty on the introduction of the Navy Estimates for 1909-10.

On the 22nd March the Government of New Zealand telegraphed an offer to bear the cost of the immediate construction of a battleship of the latest type and of a second of the same type if necessary. This offer was gratefully accepted by His Majesty's Government. On the 29th March the Canadian House of Commons passed a resolution recognizing the duty of Canada, as the country increased in numbers and wealth, to assume in a larger measure the responsibilities of national defence, and approving of any necessary expenditure designed to promote the speedy organisation of a Canadian naval service in co-operation with, and in close relation to, the Imperial Navy. On the 15th April Mr. Fisher, the Prime Minister of the Australian Government, telegraphed that, whereas all the British Dominions ought to share in the burden of maintaining the permanent naval supremacy of the Empire, so far as Australia was concerned this object would be best attained by the encouragement of naval development in that country. (On Mr. Deakin succeeding Mr. Fisher as Prime Minister a further telegram was sent on the 4th June, offering the Empire an Australian 'Dreadnaught,' or such addition to its strength as may be determined after consultation in London.)

In view of these circumstances, His Majesty's Government considered the time was appropriate for the holding of a Conference to discuss afresh the relations of the Dominions to the United Kingdom in regard to the question of Imperial defence, and on the 30th April sent an invitation to the Defence Ministers of the four Dominions and the Cape Colonies to attend a Conference under the terms of Resolution 1 of the Conference of 1907, to discuss the general question of the naval and military defence of the Empire, with special reference to the Canadian resolution and to the proposals from New Zealand and Australia.

2. If the problem of Imperial naval defence were considered merely as a problem of naval strategy it would be found that the greatest output of strength for a given expenditure is obtained by the maintenance of a single navy with the concomitant unity of training and unity of command. In furtherance, then, of the simple strategical ideal the maximum of power would be gained if all parts of the Empire contributed, according to their needs and resources, to the maintenance of the British Navy.

3. It has, however, long been recognized that in defining the conditions under which the Naval forces of the Empire should be developed, other considerations than those of strategy alone must be taken into account. The various circumstances of the oversea Dominions have to be borne in mind. Though all have in them the seeds of a great advance in population, wealth, and power, they have at the present time attained

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to different stages in their growth. Their geographical position has subjected them to internal and external strains, varying in kind and intensity. Their history and physical environment have given rise to individual national sentiment, for the expression of which room must be found. A simple contribution of money or material may be to one Dominion the most acceptable form in which to assist in Imperial defence. Another, while ready to provide local naval forces, and to place them at the disposal of the Crown in the event of war, may wish to lay the foundations upon which a future navy of its own could be raised. A third may think that the best manner in which it can assist in promoting the interests of the Empire is in undertaking certain local services not directly of a naval character, but which may relieve the Imperial Government from expenses which would otherwise fall on the British Exchequer.

4. The main duty of the forthcoming Conference as regards naval defence will be, therefore, to determine the form in which the various Dominion Governments can best participate in the burden of Imperial defence with due regard to varying political and geographical conditions. Looking to the difficulties involved, it is not to be expected that the discussions with the several Defence Ministers will result in a complete and final scheme of naval defence, but it is hoped that it will be found possible to formulate the broad principles upon which the growth of Colonial naval forces should be fostered. While laying the foundations of future Dominion navies to be maintained in different parts of the Empire, these forces would contribute immediately and materially to the requirements of Imperial defence.

5. In the opinion of the Admiralty, a Dominion Government desirous of creating a navy should aim at forming a distinct fleet unit; and the smallest unit is one which, while manageable in time of peace, is capable of being used in its component parts in time of war.

6. Under certain conditions the establishment of local defence flotillas, consisting of torpedo craft and submarines, might be of assistance in time of war to the operations of the fleet, but such flotillas cannot co-operate on the high seas in the wider duties of protection of trade and preventing attacks from hostile cruisers and squadrons. The operations of destroyers and torpedo boats are necessarily limited to the waters near the coast or to a radius of action not far distant from a base, while there are great difficulties in manning such a force and keeping it always thoroughly efficient.

A scheme limited to torpedo craft would not in itself, moreover, be a good means of gradually developing a self-contained fleet capable of both offence and defence. Unless a naval force—whatever its size—complies with this condition it can never take its proper place in the organization of an Imperial navy distributed strategically over the whole area of British interests.

7. The fleet unit to be aimed at should, therefore, in the opinion of the Admiralty, consist at least of the following:—

- 1 Armoured cruiser (new 'Indomitable' class, which is of the 'Dreadnought' type.
- 3 Unarmoured cruisers ('Bristol' class),
- 6 Destroyers,
- 3 Submarines,

with the necessary auxiliaries, such as depot and store ships, &c., which are not here specified.

Such a fleet unit would be capable of action not only in the defence of coasts, but also of the trade routes, and would be sufficiently powerful to deal with small hostile squadrons should such ever attempt to act in its waters.

8. Simply to man such a squadron, omitting auxiliary requirements and any margin for reliefs, sickness, &c., the minimum numbers required would be about 2,300 officers and men, according to the Admiralty scheme of complements.

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9. The estimated first cost of building and arming such a complete fleet unit would be approximately £3,700,000, and the cost of maintenance, including upkeep of vessels, pay, and interest and sinking fund, at British rates, approximately £600,000 per annum.

10. The estimated cost of officers and men required to man the ships does not comprise the whole cost. There would be other charges to be provided for, such as the pay of persons employed in the subsidiary service, and those undergoing training, sick, in reserve, &c.

11. As the armoured cruiser is the essential part of the fleet unit, it is important that an 'Indomitable' of the 'Dreadnought' type should be the first vessel to be built in commencing the formation of a fleet unit. She should be officered and manned as far as possible by Colonial officers and men, supplemented by the loan of Imperial officers and men who might volunteer for the service. While on the station the ship would be under the exclusive control of the Dominion Government as regards her movements and general administration, but officers and men would be governed by regulations similar to the King's Regulations, and be under naval discipline. The question of pay and allowances would have to be settled on lines the most suitable to each Dominion Government concerned. The other vessels when built would be treated in the same manner.

12. It is recognized that to carry out completely such a scheme as that indicated would ultimately mean a greater charge for naval defence than that which the Dominions have hitherto borne; but, on the other hand, the building of a 'Dreadnought' (or its equivalent), which certain Governments have offered to undertake, would form part of the scheme, and therefore, as regards the most expensive item of the shipbuilding programme suggested, no additional cost to those Governments would be involved.

13. *Pari passu* with the creation of the fleet unit, it would be necessary to consider the development of local resources in everything which relates to the maintenance of a fleet. A careful inquiry should be made into the shipbuilding and repairing establishments with a view to their general adaptation to the needs of the local squadron. Training schools for officers and men would have to be established; arrangements would have to be made for the manufacture, supply, and replenishment of the various naval, ordnance and victualling stores required by the squadron.

14. All these requirements might be met according to the views of the Dominion Governments, in so far as the form and manner of the provision made are concerned. But as regards shipbuilding, armaments and warlike stores, &c., on the one hand, and training and discipline in peace and war, on the other, there should be one common standard. If the fleet unit maintained by a Dominion is to be treated as an integral part of the Imperial forces, with a wide range of interchangeability among its component parts with those forces, its general efficiency should be the same, and the facilities for refitting and replenishing His Majesty's ships, whether belonging to a Dominion fleet or to the fleet of the United Kingdom, should be the same. Further, as it is a *sine qua non* that successful action in time of war depends upon unity of command and direction, the general discipline must be the same throughout the whole Imperial service, and without this it would not be possible to arrange for that mutual co-operation and assistance which would be indispensable in the building up and establishing of a local naval force in close connection with the Royal Navy. It has been recognized by the Colonial Governments that in time of war the local naval forces should come under the general directions of the Admiralty.

R. McK.

ADMIRALTY, July 20, 1909.

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(III.)—CANADA.

Summary of result of meetings:—

PRESENT:

The Right Honourable R. K. McKenna, M.P., First Lord of the Admiralty, in the Chair.

Admiral of the Fleet Sir JOHN FISHER, G.C.B., O.M., First Sea Lord of the Admiralty.

T. J. MACNAMARA, Esq., LL.D., M.P., Parliamentary Secretary.

Rear-Admiral the Hon. A. E. BETHELL, C.M.G., Director of Naval Intelligence.

W. GRAHAM GREENE, Esq., C.B., Assistant Secretary of the Admiralty.

Rear-Admiral Sir C. L. OTTLEY, K.C.M.G., M.V.O., Secretary to the Committee of Imperial Defence.

Canada—

The Hon. Sir F. BORDEN, K.C.M.G., Minister of Militia and Defence.

The Hon. L. P. BRODEUR, K.C., LL.D., Minister of Marine and Fisheries.

Major-General Sir P. H. N. LAKE, K.C.M.G., C.B.

Rear-Admiral C. E. KINGSMILL.

Captain J. R. CHANCELLOR, D.S.O., Assistant Secretary to the Imperial Conference.

The Canadian representatives explained in what respect they desired the advice of the Admiralty in regard to the measures of naval defence, which might be considered consistent with the resolution adopted by the Canadian Parliament on the 29th March, 1909.

While, on naval strategical considerations, it was thought that a Fleet Unit on the Pacific, as outlined by the Admiralty, might in the future form an acceptable system of naval defence, it was recognized that Canada's double seaboard rendered the provision of such a Fleet Unit unsuitable for the present.

It was represented on the part of the Admiralty that it would be difficult to make any suggestions, or to formulate any plans, without knowing approximately the sum of money which Canada would spend. The Canadian representatives then suggested that two plans might be presented:—one incurring an annual expenditure of £400,000, and the other an expenditure of £600,000, omitting in both cases the cost of the present fishery service and hydrographic surveys but including the maintenance of Halifax and Esquimalt dockyards, and the wireless telegraph service, estimated at some £50,000 a year.

Taking, first, the plan for the expenditure of £600,000, after discussion the Admiralty suggested that the Canadian Government might provide a force of cruisers and destroyers comprising four cruisers of improved 'Bristol' class, one cruiser of the 'Boadicea' class, and six destroyers of improved River class. As regards submarines, it would be advisable to defer their construction because they required a highly-trained and specialized complement.

The 'Boadicea' and Destroyers might be placed on the Atlantic side, and the 'Bristol' cruisers divided between the Atlantic and Pacific Ocean. The number of officers and men for this force of 11 ships would be 2,194, and the cost of the vessels suggested, including repairs and maintenance, interest and sinking fund on capital expenditure, and pay, &c., of personnel, at Canadian rates, would not, it was anticipated, exceed £600,000 a year.

If it was decided to limit the plan to an expenditure of £400,000 a year, the Admiralty suggested that one 'Bristol,' the 'Boadicea,' and two Destroyers should be omitted, in which case only 1,408 officers and men would be required. Two 'Bristols' would then be placed on the Pacific, and one 'Bristol' and four destroyers on the Atlantic coast.

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Summaries are attached to this memorandum, giving the estimated details of the expenditure at British rates.

Pending the completion of the new cruisers, which should be commenced as early as possible, an arrangement might be made for the loan by the Admiralty of two cruisers of the 'Apollo' class, so that the training of the new naval personnel might be proceeded with at once. The vessels would be fitted out and maintained at the expense of Canada, and the officers and men provided by volunteers from the Royal Navy, but paid by the Canadian Government. They would be lent until they could be replaced from time to time by qualified Canadian officers and men. The Admiralty would be willing also to lend certain officers for organizing duties and for the instruction of seamen, stokers, &c.

Arrangements would be made to receive Canadian cadets at Osborne and Dartmouth.

In any consideration of the question of providing new docking facilities the Admiralty suggested that the docks should be designed of sufficient size to accommodate the largest ships whether for war or commerce, as apart from the mercantile advantage such docks might be used in case of an emergency by armoured cruisers and battleships. Docks of this kind might be placed on the Pacific, the Atlantic, and the River St. Lawrence.

The question of the Flag also was discussed, and it was arranged that the Admiralty would give the matter consideration and would communicate its views at a later date to the Canadian Government.

Any necessary Acts of Parliament which would have to be passed should be considered so as to place the discipline and general regulations of the naval forces as much on Admiralty lines as possible, having due consideration to local requirements. This legislation should also provide for the formation of a naval reserve and naval volunteer force.

In order to encourage a good class of men to make the naval service their profession for life, it has been found advisable in Great Britain to provide for pensions.

Other details, such as the training of officers and men, organization, discipline, &c., were discussed, and a general agreement was arrived at that the wishes of the Canadian Government would be met as far as possible.

August 19, 1909.

PLAN I.

SUMMARY OF EXPENDITURE AT BRITISH RATES ON PLAN OF £600,000.

Class.	Building and Arming.	Maintenance (Annual Upkeep of Hulls, Machinery, Sea Stores, Fuel, &c.) (a)	Interest and Depreciation (3 per cent.) (b)	Personnel. (c)	Total. (a), (b), (c.)
	£	£	£	£	£
Bristol	377,000	19,500	25,300	26,800	72,000
Boadicea	350,000	16,500	23,500	19,900	59,900
Destroyer	80,000	10,700	6,700	5,500	22,900
4 Bristols	1,508,000	79,600	101,200	107,200	288,000
1 Boadicea	350,000	16,500	23,500	19,900	59,900
6 Destroyers	480,000	64,200	40,200	33,000	137,400
	2,338,000	160,300	164,900	160,100	485,300

PLAN II.

SUMMARY OF EXPENDITURE AT BRITISH RATES ON PLAN OF £400,000.

Class.	Building and Arming.	Maintenance Annual Upkeep of Hulls, Machinery, Sea Stores, Fuel, &c.) (a)	Interest and Depreciation (3 per cent.) (b)	Personnel. (c)	Total. (a), (b), (c.)
	£	£	£	£	£
3 Bristols.....	1,131,000	59,700	75,900	80,400	216,000
4 Destroyers.....	320,000	42,800	26,800	22,000	91,600
	1,451,000	102,500	102,700	102,400	307,600

PAY, &c., OF PERSONNEL.

PLAN I.

Class of Ship.	Numbers.	Pay, &c.	Victualling.	Medicines.	Total.
		£	£	£	£
4 Bristols.....	1,504	83,600	22,850	750	107,200
1 Boadicea.....	270	15,650	4,110	140	19,900
6 Destroyers	420	26,500	6,300	200	33,000
	2,194	125,750	33,260	1,090	160,100

PLAN II.

Class of Ship.	Numbers.	Pay, &c.	Victualling.	Medicines.	Total.
		£	£	£	£
3 Bristols.....	1,128	62,700	17,140	560	80,400
4 Destroyers.....	280	17,670	4,200	130	22,000
	1,408	80,370	21,340	690	102,400

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C.**(i.)—MILITARY DEFENCE.**

The question of military defence was discussed at the second meeting of the Conference held on July 29 at the War Office, particularly with reference to a paper circulated for the consideration of the Conference, entitled: 'Proposals for so organizing the military forces of the Empire as to ensure their effective co-operation in the event of war.' The representatives of the self-governing Dominion were understood to signify their general concurrence in the proposition 'that each part of the Empire is willing to make its preparations on such lines as will enable it, should it so desire, to take its share in the general defence of the Empire,' and it was agreed that a sub-conference of experts should be formed to deal with the various questions raised in the above-mentioned memorandum, and to make a report to the full Conference, the sub-conference to meet under the chairmanship of General Sir W. G. Nicholson, G.C.B., Chief of the General Staff. The sub-conference held three sittings on 30th July, 4th August, and 10th August. The report dated the 10th of August was duly submitted to the Conference at its final meeting on the 19th of August, and was endorsed by its members, excepting the representatives from South Africa, who were unable to express adherence to any policy which might seem to bind the Government and Parliament of the Union of South Africa, in anticipation of their establishment.

(ii.)—SUB-CONFERENCE ON MILITARY DEFENCE.

Chairman.

General Sir W. G. NICHOLSON, G.C.B., Chief of the General Staff.

Members.

Lord LUCAS, Parliamentary Under Secretary of State of War.

Colonel J. E. B. SEELY, D.S.O., M.P., Parliamentary Under Secretary of State for Colonies.

Major-General Sir DOUGLAS HAIG, K.C.V.O., C.B., Director of Staff Duties.

Major-General J. S. EWART, C.B., Director of Military Operations.

Brigadier-General A. J. MURRAY, C.V.O., C.B., D.S.O., Director of Military Training.

Brigadier-General G. F. ELLISON, C.B., Director of Organization.

Canada:

Major-General Sir P. H. N. LAKE, K.C.M.G., C.B.

Rear-Admiral C. E. KINGSMILL.

Australia:

Colonel W. T. BRIDGES, C.M.G.

Captain W. R. CRESWELL, C.M.G.

New Zealand:

Colonel R. H. DAVIES, C.B.

South Africa:

Brigadier-General G. G. ASTON, C.B.

Colonel P. S. BEVES.

The representatives of the self-governing Dominions at the Imperial Defence Conference having signified their general concurrence in the proposition—‘That each part of the Empire is willing to make its preparations on such lines as will enable it, should it so desire, to take its share in the general defence of the Empire,’—the Sub-Conference on Military Defence, appointed to consider in detail the ‘Proposals for so Organizing the Military Forces of the Empire as to ensure their Effective Co-operation in the event of War’ prepared and submitted by the Chief of the General staff, submit the following recommendations:—

1. That the War Establishments of the Home Regular Army should be accepted as the basis on which the organization of units of the Dominion Forces should, as far as possible, be modelled.

It is highly desirable that the 1st Line Transport of units should follow, as closely as possible, the Imperial pattern.

The 2nd Line Transport, for Home defence purposes, may well be of the pattern most suitable to local conditions. But, in any case where Dominion forces share in an expedition over-seas, provision should be made on mobilization to modify the local pattern transport, when necessary, to meet the special conditions of the case.

2. That, in the event of a Dominion despatching a force for Imperial expeditionary purposes, it should be accompanied by a due proportion of administrative units, both with and in rear of, fighting troops.

3. That the Dominions should, as far as practicable, adopt the Field Service Regulations and Training Manuals issued to the Home Regular Army as the basis

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of the organization, administration, and training of their troops. In this connection it was agreed that in subsequent editions, or in revisions, the Dominions would be consulted in regard to any alterations or amendments which they might wish to propose.

4. That the Dominions should adopt, as far as possible, Imperial patterns of arms, equipment and stores.

5. That the officers performing General Staff duties throughout the Empire, whatever the force to which they belong, and while remaining responsible to, and under the control of, their own Governments, should be members of one body, the Imperial General Staff.

In Dominions where there are not enough qualified officers to fill General Staff appointments, the local Headquarters should be first completed, and the duties in districts be performed by Staff Officers as at present, who should be termed "attached to the General Staff" until qualified, or until gradually replaced by qualified General Staff Officers as they become available.

6. That, the proposal for the formation of sections of the Imperial General Staff in the several Dominions having been accepted, it will devolve on those sections to work out the details of the preliminary and higher education of officers of the Local Forces, in communication, so far as may be necessary, with the central body. In this connection the proposals set forth in Appendix C to the paper prepared by the Chief of the General Staff, regarding the further training of officers after leaving the Staff College, should be borne in mind.

7. That the Local Headquarters of the Imperial General Staff should study, in consultation with the Chief of the Imperial General Staff, the various strategical problems affecting their respective Dominions which may present themselves.

8. That when the services of any qualified General Staff Officers of the Home Regular Army are required by any of the Dominions, either on loan or interchange, or when the services of any qualified General Staff Officers of the Local Forces can be utilized for employment in General Staff appointments in the Home Regular Army on interchange, the procedure proposed in Appendix D to the paper prepared by the Chief of the General Staff should be followed. In regard to finance—

- (a.) In the case of *Loan*, the country employing the officer to defray all travelling expenses (including passage to and fro), pay and allowances;
- (b.) In the case of *Interchange*, passage to and fro should be defrayed by the country to which the officer belongs, all other pay and allowances (travelling or otherwise) being defrayed by the country employing the officer.
- (c.) Efforts should be made to assimilate the rates of pay attaching to equivalent grades of General Staff appointments.

In cases (a) and (b), if any special addition to the rates of pay attaching to the several grades of General Staff appointments is thought requisite to meet local conditions, it should be made by local rates and allowances payable by the country to which the officer belongs.

9. That the views advanced in Part III. of the paper prepared by the Chief of the General Staff on the subject of the interchange of General Staff Officers should be adopted, but it is recognized that, for some time to come, interchange to the extent ultimately contemplated must be limited, as regards each Dominion, by the number of properly qualified officers available.

10. That the system of intercommunication between the various sections of the Imperial General Staff proposed in Part III. of the paper prepared by the Chief of the General Staff should be adopted, and that the organization and duties of a Local Headquarters of the Imperial General Staff should follow, as closely as local conditions admit, those in force at Imperial Army Headquarters, as indicated in Appendix E, Table V., of the same paper.

11. As a means of providing a military education for persons who desire to become officers of the Local Forces, either those on a permanent or those on a militia

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basis, the establishment of local military colleges on the general lines of the Royal Military College, Kingston, Canada, which also provides a general and technical education useful in civil life, presents many advantages. Such colleges might also, as in the case of Kingston, provide for the higher military education of officers already in the forces.

The establishment of Officers' Training Corps, or other organizations having for their object the provision of additional officers required in the event of war, deserves serious attention.

12. In the opinion of the Sub-Conference the recommendations submitted above, while enabling the Dominions to take their share in the defence of the Empire, will also conduce to their territorial security and to the fighting efficiency of their forces for Home Defence.

W. G. NICHOLSON, C.G.S.,
Chairman.

The WAR OFFICE,
10th August, 1909.

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MEMORANDUM BY THE SECRETARY OF STATE FOR WAR ON THE PROPOSALS OF THE CHIEF OF THE GENERAL STAFF FOR SO ORGANIZING THE MILITARY FORCES OF THE EMPIRE AS TO ENSURE THEIR EFFECTIVE CO-OPERATION IN THE EVENT OF WAR.

In laying these proposals before the Members of the Conference the War Office is well aware that the representatives of the Over-sea Dominions cannot at the Conference pledge their Governments, or undertake in any way to bind the officers and men composing Over-sea Dominion forces to engagements beyond the shores and boundaries of their own countries. It is hoped, however, in view of the great importance of organizing on identical principles and with a common purpose, that this fact will not prevent full consideration being given at the Conference to the objects proposed.

To organize local forces so that in a time of supreme emergency they may concentrate and act together as one army in any part of the Empire does not lessen but actually tends to increase the efficiency of these forces for the local defence of their homes.

No one can predict the time or place where concentration for the protection of some threatened part of the Empire may be required. It is only by considering in time of peace and, so far as local political conditions render this possible, working out practicable plans for general mobilization that the military forces of the Empire as a whole can be made really effective.

R. B. HALDANE.

17th July, 1909.

INTRODUCTION.

1. The British Empire extends over more than a fifth of the earth's surface, and the King's subjects number more than a fifth of the inhabitants of the globe.

The military forces of the British Empire, including the Indian Army, the troops of the Over-sea Dominions, and the garrisons of colonies and stations all over the world, amount to-day to a total of nearly 1,200,000 officers and men who can be called to arms in the event of war; but of these troops the Native Army of India is to a great extent localized by political and military considerations, while the Territorial Force at home and the forces of the Over-sea Dominions are only liable to serve within their own areas, though if they volunteer to serve in time of war outside those areas, their offer may be accepted by His Majesty. Moreover, the British Regular Army has to provide a large garrison for India, and smaller garrisons for defended ports and naval bases abroad. Consequently, not only is the aggregate military force of the Empire small in proportion to the extent, population, and defensive requirements of the Empire, but the force available by its terms of service for expeditionary action in any part of the world, whether offensive or defensive in its nature, is almost insignificant when compared with the vast armies of the Continental Powers and Japan.

2. To produce an army which will be an effective instrument of war, so far as its numerical strength admits, its component parts should be organized and trained on a system which will render them capable of combined action in war. To produce an army which can promptly bring its full power to bear at the decisive point, its component parts should, as far as possible, be capable of employment in time of war in

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any theatre of operations where their services may be required. Only a fraction of the Military Forces of the Empire at present fulfils these conditions.

It is believed that the necessity for co-operation between the Over-sea Dominions and the Mother Country in case of a war threatening the integrity of the Empire is fully realized by all concerned, and definite proposals are submitted to the Conference in the following paper for the establishment of an Imperial military organization with that object in view.

3. The paper is divided into three parts—

Part I. contains general remarks on the military defence of the Empire.

Part II. suggests certain general principles on which the forces of the Over-sea Dominions might be organized, trained and administered, so as to be capable of forming a more effective part of an Imperial Army. Definite proposals are put forward for the consideration of the Governments of the Dominions as a first step in this direction.

Part III. deals with the development of the Imperial General Staff.

4. This paper is based on the clear understanding that, while the mother country confidently hopes to obtain the support and assistance of the over-sea Dominions in the event of a war in defence of the Empire, she does not ask for any specific undertaking from any one of the Dominions in regard to the strength and composition of the military force which that Dominion may decide to place at the disposal of the Empire in time of need.

W. G. NICHOLSON, *General,*

Chief of the General Staff.

July 17, 1909.

PART I.

GENERAL REMARKS ON THE MILITARY DEFENCE OF THE EMPIRE.

1. At the Imperial Conference of 1907 the General Staff submitted a paper dealing with the 'strategical conditions of the Empire from a military point of view.' In it they endeavoured to enunciate the principles upon which the military organization of the Empire should be based, and emphasized the importance of adopting some common ideal for which all could work. It was pointed out that this ideal involved acceptance of the following principles:—

1st.—That without superiority at sea our Empire cannot be maintained.

2nd. That it is the duty of each self-governing portion of the Empire to provide, as far as possible, for its own territorial security.

3rd.—That schemes of mutual assistance in time of need should be prepared upon a definite system.

It appears to be generally recognized that these three principles of sea command, self-defence, and mutual support must be the basis of any sound system of Imperial Defence.

2. The mother country has recognized these needs—

(a) By the maintenance of a navy which is designed to keep command of the sea.

(b) By the provision of territorial forces for home defence.

(c) By the creation of an expeditionary force ready to proceed to any threatened part of the Empire.

The Dominions have shown their appreciation of two of the foregoing principles by their recently expressed desire to share in the burden imposed by naval armaments, and by their endeavour to organize efficient local forces.

3. The assembly of this Conference is a signal proof, if proof were needed, that the citizens of Greater Britain are now alive to the vital necessity of sea power, and

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that they realize that without it co-operation in war would be impossible, and the dissolution of our scattered Empire inevitable.

The risk of such a disaster must be avoided at all costs. It seems almost certain that, if the United Kingdom, with the aid of her daughter nations, can successfully maintain her maritime position, if the Empire continues to increase in military strength proportionately to its growth in wealth and population, and if we can organize some comprehensive system of Imperial strategy based upon the idea of mutual support by land and sea, the time cannot be far distant when we shall be practically unassailable.

4. In the case of a world-wide power like the British Empire, our armies, without naval protection, would be chained to their own shores, unable to move to the point of danger or to co-operate in any way. Similarly, our fleets, without the support of sufficiently numerous and adequately trained defensive armies, would be fettered in their action by the want of naval bases and by the fears of a defenceless population, whilst, without strong and well-organized military forces available for expeditionary action, we should be powerless to protect our land frontiers, to co-operate with an allied power, to carry a war into an enemy's country, or to bring it to a decisive issue.

The whole history of the British Empire is an illustration of the fact that the two services are inter-dependent, and that its safety hinges upon their combined action and cordial co-operation.

5. It is to the question of the most suitable military organization for such combined action that the General Staff desire upon this occasion to direct attention.

Owing to conditions peculiar to the British Empire, the Regular Forces of the Crown, which are raised in the United Kingdom, differ in two essential respects from those of nearly every foreign country, service in them being voluntary and of comparatively long duration. The system of enlistment and the terms of service in the Regular Army do not, therefore, admit of the accumulation of those vast reserves of trained men, which are at the disposal of Continental nations, and they compel us to look outside the Regular Army for that expansion which would become necessary directly we were engaged in a serious war. Outside the Regular Forces the troops are raised upon a non-permanent basis, and are only liable, as a rule, for service in defence of their own portion of the Empire. Consequently, we are likely to find ourselves face to face, in time of national emergency, with the necessity, subsequent to the outbreak of war, of supplementing the Regular Forces by means of improvised organizations and units for service over-sea. The adoption of this expedient may perhaps be unavoidable in certain cases under the peculiar conditions of the British Empire, but the General Staff can only look upon such a procedure as involving the acceptance of risks dangerously prejudicial to success. The evils which arise from it were made evident in the long drawnout struggle in South Africa, a conflict wherein our need for a proper Imperial military organization was plainly revealed. 'The true lesson of the war' (so runs the report of the Royal Commission) 'is that no military system will be satisfactory which does not contain powers of expansion outside the limits of the Regular Forces of the Crown, whatever that limit may be.'

The opinion then expressed is now generally accepted, and the efforts of those responsible for military organization have since been directed to the task of creating some system by which our comparatively small Regular Army can be supported and expanded to the extent which is necessary in time of war.

6. The most important of the measures recently adopted in the United Kingdom has been the reorganization of the Militia as a Special Reserve capable of making good the wastage of war, either as drafts or as complete units. Beyond this it has been made possible both for units and for individuals of the Territorial Force to undertake liability on an emergency for foreign service.

Since the last Conference in 1907 progress has no doubt been made in all the self-governing Dominions in regard to the provision of military forces for local defence, increased attention is being paid to military training and education, and the impor-

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tance of similarity of armament and organization has been recognized, whilst the foundations have been laid of an Imperial General Staff which, it is hoped, will direct the military policy of the Empire upon accepted principles.

In one direction, however, little or no progress has been made. In the over-sea Dominions no organization has yet been devised for rendering assistance to other parts of the Empire in an emergency. The time seems to have arrived when this important question should be considered.

7. It is fully realized that in the hour of danger the ties of kinship and affection which bind the self-governing Dominions to the Empire will prompt them to rally with enthusiasm to its aid. There seems, however, some reason to fear that an idea prevails that this help may be organized at leisure after hostilities have broken out. In certain circumstances no doubt this might be the case, but the conditions of modern warfare make it probable that great naval and military events will immediately follow, even if they do not precede, a declaration of war. If, therefore, organizations have to be improvised, staffs created, transport and equipment provided, and plans matured, after the outbreak of hostilities, the value of any assistance, however willingly and enthusiastically given, will be greatly lessened, even if such assistance be not altogether belated.

Modern warfare seldom admits of deliberation and improvisation after the outbreak of hostilities. It demands such a peace system that mobilization and concentration, directly they are ordered, can proceed smoothly and rapidly. Our ability to render prompt assistance to any threatened part of the Empire, and the value of our friendship to possible allies, depend upon the number of men available for over-sea service, and the rapidity with which they can be conveyed to the decisive point.

The present situation of the Empire demands a frank and free interchange of views upon this subject.

8. It is not suggested that any one of the Dominions should be asked to undertake a definite obligation. Whatever is done must be done spontaneously and with due regard to the circumstances in which each one of them is situated. It is also realized that there are many obstacles to be surmounted before any system of mutual support can be satisfactorily elaborated. War, however, can only be brought to a decisive and successful conclusion by the offensive action of military force, combined in our case with naval superiority; and just as the British Government maintains such military force as its resources permit ready and able to proceed, in the furtherance of Imperial aims and interests, to any part of the world, so also might the forces of the Dominions be organized in such a way that their Governments would be ready, when the necessity should arise, to co-operate with the Mother Country and with each other to such extent as might seem good to them, without hasty improvisation, but with speed and certainty.

9. Under the existing Militia and Defence Acts of the various Dominions their governments have no power to employ military forces outside their territories in furtherance of Imperial interests.

Moreover, the forces raised over-seas are maintained on a militia basis. They have been so raised and organized in order to provide economically for the local defence of young nations whose development would be retarded by the much higher cost of maintaining regular forces. Citizen forces so constituted usually undertake responsibility for home defence only, but it is hoped that it may be within the power of the Self-governing Dominions so to organize their forces as not only to provide for local defence, but also to be in a position to share to the extent of their will and resources in the defence of the Empire as a whole.

10. It is confidently anticipated that co-operation will be forthcoming from all parts of the Empire in time of need. But, in order to utilize these resources from over-seas to the best advantage, it is urged that the arrangements for organizing, training, and mobilizing the troops of the Over-sea Dominions, while primarily

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directed to local defence, should also include the possibility of the employment of a portion of such troops in a wider sphere.

11. The General Staff are well aware that in discussing the question of co-operation they are treading upon difficult and even delicate ground. They feel sure, however, that nothing but good can result from a clear statement at this Conference of the position of the Mother Country which, being responsible for the defence of the Empire is faced with a problem of great complexity. Within the limits of her financial capacity she has, whilst keeping command of the sea, to maintain a citizen force for home defence; she has to provide an expeditionary force ready to proceed over-sea at a moment's notice and capable of meeting a highly trained enemy; finally, she has to garrison India, most of the Naval Bases, and other Dependencies with professional troops both in peace and war. The Dominions are, at any rate, free from this third obligation, and such freedom simplifies for them the military task of rendering assistance to any part of the Empire which may require it. Free from the administrative difficulties which are inseparable from the work of providing reliefs and drafts of trained men for Indian and Colonial service, and from the financial burden which this implies, their task is reduced to one of so adjusting their organization for home defence as to admit of the despatch, without delay and without dislocation, of whatever forces they may be prepared to send to the aid of the Mother Country or of any other portion of the Empire.

12. The necessity for early consideration of this great question of Imperial military policy is increased by the fact that in proportion as danger threatens the heart of the Empire and compels the Mother Country to concentrate her naval and military forces, the immediate responsibility for the safety of the outlying portions of the Empire must tend to be delegated to her daughter nations, whose possession of alternative lines of communication might enable them to send prompt and efficient aid to some threatened point or to reinforce or relieve the regular forces of the Mother Country.

For instance, Australia and New Zealand are so situated that they might be able to send troops to reinforce India, or the garrisons of defended ports in Asiatic waters, at a time when it would be unsafe to despatch them from the United Kingdom by way of the Mediterranean. Similarly, a United South Africa might be able to raise a force not merely sufficient for home defence, but capable of giving effective assistance in the solution of any military problems which might arise upon the African Continent. Canada is in the best position, perhaps, to render aid promptly should trouble arise nearer home, or to reinforce Australia.

As time goes on and the Empire gathers strength, it will no doubt be possible to define more clearly the military responsibilities and spheres of activity which should be undertaken by each of its component parts, but the foundations of a sound system of Imperial organization must be laid as a preliminary to the development of such an ideal.

13. The value of the assistance which can thus be afforded to the Empire by the troops of our Over-sea Dominions depends to a great extent upon the actual fighting efficiency of the troops at the moment when their services are required. Except in a purely defensive role, it would not be prudent, at the commencement of a great war, to employ a large proportion of troops raised upon a non-permanent basis against a highly trained and well disciplined enemy.

14. We have in the British Empire a large number of armed men, but they have been raised under varying conditions of service, their standards of efficiency differ widely, and some of them are imperfectly organized for the work which they may be called upon to perform. The task which lies before this Conference is the foundation of a workable system which will enable us, should necessity arise, to employ the potential military strength of the Empire for a common Imperial purpose.

PART II.

PROPOSALS FOR THE ORGANIZATION, TRAINING, AND ADMINISTRATION OF THE FORCES OF THE OVER-SEA DOMINIONS, SO THAT THEY MAY FORM PART OF AN IMPERIAL ARMY.

1. In this part, certain general principles are suggested on which the forces of the Over-sea Dominions might be organized, trained and administered, in order that they may be capable of assisting in the military defence of the Empire in accordance with the requirements indicated in Part I. Certain definite proposals are also formulated for giving practical effect to the acceptance of these principles.

2. A common system of war organization implies that the general methods—

- (1) Of organization of units and formations,
- (2) Of drill and training,
- (3) Of staff and administrative duties,
- (4) Of maintenance with personnel, supplies and equipment,

are identical, so that, whenever officers and men are concentrated together into a unit, they will be capable of forming an effective part of the forces in the field.

3. As regards the organization of units and larger formations, attention is invited to the organizations, which at present exist for Imperial defence in the United Kingdom, India and the Dominions, and also the fields of action for which they are available.

From a study of these organizations it appears that, while some progress has certainly been made, much remains to be done before it can be said that the forces of the Empire are organized on a common pattern.

At present, except in the case of Canada and Australia, which have a certain number of brigades, no higher organization than that of the regiment exists in the Dominions. Again, in none is it at present legally possible for a military unit to volunteer, as such, for service over-sea as part of an Imperial Army. As regards the existing units, we find mounted regiments with five to two squadrons, field artillery brigades with three or two batteries, infantry in regiments and battalions with a widely varying number of companies to each, and often single companies without a higher organization. The number of infantry units is, as a rule, out of proportion to that of units of the other arms, and there is a great deficiency in the administrative services, such as supply, transport, and medical units.

4. If the Dominions wish to have the power of affording prompt and effective help in the defence of the Empire, their military forces should be organized and trained in peace on a standard system, so that, when the necessity arises, complete units and formations may be available for combined action over-seas, as part of a homogeneous Imperial Army.

The first step towards rendering such an Imperial Army effective for combined action in war is the adoption of Imperial War Establishments, *i.e.*, tables showing in detail the numbers of personnel, animals, guns and vehicles, and the scales of ammunition, tools and explosives, and supplies, with which the various formations and units composing an army take the field on mobilization. These might be based on Home War Establishments, but should contain different scales for transport, supply, &c., to suit campaigns in different countries.

5. At home and in India, previous defects in war organization have recently been remedied, as far as the Regular troops are concerned. At home, the organization of the troops allotted to the Field Army in Brigades and Divisions has been carried out, so that from the Regular Army at home and in the Colonies and Egypt, 7 Cavalry or Mounted Brigades, and 7 Divisions, exclusive of Lines of Communication troops, can be mobilized for over-sea service in the defence of the Empire.

From the British and native troops in India, a field army of 8 Mounted Brigades, and 9 Divisions, is available by its terms of service for employment in war.

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In addition to the above, the Territorial troops of the United Kingdom have received a Divisional and Brigade organization practically identical with that of the Field Army, and legislation has recently been passed by which complete units of the Territorial Force are enabled to volunteer, as such, for service abroad.

6. The Dominions are, therefore, asked to consider and work out a policy by means of which the units of their existing forces may be so organized as to be capable of mobilizing at the war establishments of corresponding units in the United Kingdom, so that, should circumstances demand it, a proportion of these forces could be made available for Imperial purposes.

It is hoped that the development of the forces of the Dominions during the next few years will enable their respective Governments to consider the whole question of the numbers that might be made available for Imperial Service, always remembering that a passive defence is no defence.

7. When a number of units can be furnished, they should be grouped in the same manner as shown in Home War Establishments. That is, mounted troops as Mounted Brigades, other units as Divisions if sufficient in number—if not, as Infantry Brigades—with a due proportion of Divisional Troops.

8. Whatever may be the size of the force despatched, it should be accompanied by the requisite number of administrative units and Lines of Communication troops, so that its requirements may be met with respect to ammunition, supplies, medical and veterinary services, &c. It must be noted that no organization exists in the United Kingdom for supplying these units to the contingents which the Over-sea Dominions may be willing to contribute for Imperial Service.

As regards Lines of Communication units, the following are requisite:—

(1.) General Hospitals	2 per Division.
		1 per 2 Mounted Brigades.
(2.) Stationary Hospitals	2 per Division.
		1 per 2 Mounted Brigades.
(3.) Clearing Hospitals	1 per Division.
(4.) Hospital Ships	1 per Division.
(5.) Advanced Depot of Medical Stores		1 per 2 Divisions.
(6.) Base Dépôt of Medical Stores..		1 per 2 Divisions.
(7.) Dépôt Units of Supply	6 per Division.
		2 per Mounted Brigade.
(8.) Bakery Sections	1 per Division.
		1 per 3 Mounted Brigades.
(9.) Veterinary Sections	1 per Division.
		1 per Mounted Brigade.
(10.) Base Accounts Unit	1 per Contingent.
(11.) Advanced Dépôt Post Office..		1 per Division.
		1 per 3 Mounted Brigades.
(12.) Base Record Office	1 per Contingent.
(13.) Ordnance Dépôt Units..	...	3 per Division.
		1 per Mounted Brigade.

(*Vide* 'War Establishments, 1908-9.')

9. The same military terms should be adopted throughout the Empire, especially as regards names of similar bodies of troops, *e.g.*, 'Cavalry Regiment,' 'Field Company,' 'Infantry Battalion.' Confusion in staff and administrative arrangements is the inevitable accompaniment of a varied nomenclature for units whose functions in war are identical.

10. In view of the above proposals, the need for a book of Imperial War Establishments is apparent, and the most simple course would be to adopt the War Establishments in force in the Home Regular Army with modifications to suit campaigns in different countries.

11. As regards training, it is hoped that the principles of training laid down in the training manuals of the British Army may be adopted throughout the Empire. In some parts of the Empire, owing to climatic differences, some slight modifications may be necessary in the application of the principles to suit local conditions.

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This year three important manuals have been issued to the Army, viz., 'Field Service Regulations,' Parts I and II, and 'Training and Manœuvre Regulations.'

Field Service Regulations, Part I (Operations), deals with the general principles which govern the leading of the Army in war, and upon it the training manuals of the various arms are based.

Field Service Regulations, Part II (War Organization and Administration), gives the principles and rules which govern the duties of the Staff and Administrative Services respectively, as well as the system of maintenance in personnel, supplies and matériel, of an army in the field.

Training and Manœuvre Regulations give the principles and instructions for peace training, both individual and collective, as well as the rules governing the conduct of staff tours, regimental exercises and manœuvres.

In addition to the above, there are the separate training manuals in use by the various arms of the Service, *e.g.*, Cavalry, Artillery, Engineers, Infantry, &c.

12. For all staff and administrative work it is suggested that the Governments of the Dominions should accept and adopt the principles in the three manuals quoted above.

13. Reference has already been made to the matter of personnel. As regards supplies and equipment, it cannot be expected that the Dominions should at once adopt the patterns in use in the Home Regular Army in all particulars, though they can adopt its methods. At the same time it must be pointed out that serious inconvenience and difficulty in the administration of an army in the field is invariably caused by departures from uniformity in matériel. In the case of arms and ammunition such a lack of uniformity may have the gravest effects on the issue of an action.

It is hoped, therefore, that the Dominions may see their way to adopt, as soon as possible and as far as possible, the pattern of all stores, equipment, arms and ammunition in use by the British Army in the field.

14. In order that the various parts of the Empire may be in a position to place an efficient Imperial Army in the field, should circumstances require it, it is suggested that a constructive policy should at once be adopted, and that a plan, suited to its own special conditions, should be laid down as a starting point by each Dominion.

The following questions are submitted for consideration in pursuance of such a policy:—

1st. Is each part of the Empire willing to make its preparations on such lines as will enable it, should it so desire, to take its share in the general defence of the Empire?

2nd. Shall the war establishments of units of the Dominion forces be assimilated as far as possible to the approved war establishments of units of the Regular forces?

3rd. Will the Dominions endeavour to organize their existing forces so as to be capable of mobilizing in accordance with the above establishments for a common Imperial object?

4th Will the Dominions adopt, as far as practicable, the Field Service Regulations and Training Manuals issued to the Home Regular Army as the basis of the organization, administration, and training of their troops?

5th. Are the Dominions prepared to adopt, as far as possible, Imperial patterns of arms, equipment and stores?

If the foregoing questions are answered in the affirmative, the details could be worked out by the local General Staffs under the orders of the Governments of the Dominions, the War Office being referred to when necessary.

PART III.

PROPOSALS FOR THE DEVELOPMENT OF THE IMPERIAL GENERAL STAFF.

1. His Majesty's Government, in December, 1908, submitted to the Governments of the Over-sea Dominions proposals in regard to the formation of an Imperial General Staff. These proposals have now been accepted in principle. Local conditions in each Dominion are so dissimilar, and differ so widely from those which obtain at home, that it is felt that, having accepted the principles, it now lies with the Governments over-sea to take the next step, and to put forward the proposals they advocate for giving practical effect to the scheme in their respective countries.

2. Attached as an appendix to this paper (marked A.) will be found summaries of the proposals recommended by the Canadian Government, and of a memorandum written by Major-General Hoad, Inspector-General, Commonwealth Military Forces, with General Sir William Nicholson's comments thereon. Major-General Hoad's memorandum has, however, not yet been considered by the Government of Australia.

It is hoped, however, that these summaries may serve as a basis for an examination of the problem, and that by discussing the proposals, and considering the essential details by which practical effect may be given to the principles already enunciated, both the home and the Over-sea governments may be enabled to assist each other towards the common end, which is the formation and growth of an Imperial General Staff, and its establishment on a firm and business-like footing.

3. It will be noticed that education is the keynote of both the proposals—not only that higher education at a Staff College which is essential if the Imperial General Staff is to be composed of a body of officers trained to *think alike* on all matters of principle, but the preliminary education, by which officers can be so grounded and prepared as to be able to profit by the Staff College training when their time comes to be selected to go through the course at Camberley or Quetta, or, in the future, at the local Staff Colleges.

4. The necessity for both preparatory and higher education is so apparent that its importance need not be further insisted upon, but the manner in which it should be conducted is just one of those essential details which requires the closest attention of the Conference. It is suggested that the home authorities may be able to assist the Over-sea Dominions in this connection by the loan of qualified officers, should their Governments—as in the case of Canada—require help in the staffing of their educational establishments until they possess sufficient qualified instructors of their own.

5. Intimately connected with the subject of the loan of officers from the Home Regular Forces to the Over-sea Dominions is the question of the temporary interchange between officers for General Staff duties in different parts of the Empire.

It is a question which needs consideration from the following points of view:—

- (1.) The fitness of the officers proposed for exchange in respect of the duties they will be required to perform,
- (2.) The financial aspect,
- (3.) The most satisfactory way of commissioning officers in order to give them the necessary status and authority,
- (4.) The determining of the authority with whom shall rest the proposals for the interchanges.

(1.) In regard to the first point—

This is mainly a matter of education. Some years must necessarily elapse before the forces of the Over-sea Dominions can count on having in their ranks a number of officers whose General Staff training will enable them to interchange on terms of professional equality with those of the Home Regular Army.

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This disparity in numbers will be less apparent among officers of the junior ranks in proportion to the number of officers who are selected to go through the Camberley and Quetta Staff Colleges—though the fact must be borne in mind that, at both of these Colleges, the accommodation is limited—but in the senior ranks it would appear that, with some exceptions, the system of *interchange* must, for some considerable time, give place to a system of *loan*.

It might even be possible to shorten this time, in fact, to bridge over this period, as regards senior officers, by sending to the Over-sea Dominions selected officers from home for a limited period to help officers in General Staff methods when the local sections of the Imperial General Staff are first formed.

Until, however, some progress has been made in applying the same system of General Staff organization throughout the Empire, so that it can be reasonably assured that General Staff duties will be performed on the same principles,—subject to such modifications in detail as local conditions may dictate—a regular interchange of officers of senior rank seems hardly practicable.

(2.) The second point is one of considerable difficulty.

If the 'Comparative statement of rates of pay, Home, India and the Colonies' (see Appendix B) be studied, the bearing of the financial aspect on the subject will be at once apparent. In India, for example, the rates of pay and allowances are largely in excess of those allotted to similar appointments at home, the reason being that in order to induce officers to serve in that country there needed to be not only pecuniary advantages, but also compensation for the higher cost of living and for climatic disadvantages.

The rates of pay in the Over-sea Dominions have been framed, no doubt, in accordance with local conditions and requirements.

It may be difficult to assimilate the rates of pay for General Staff appointments throughout the Empire, but at an informal conference held by the Chief of the General Staff in London on 30th April, 1907, at which, however, the only representative from the Over-sea Dominions was Sir Frederick Borden, it was agreed that, 'As regards the pay of officers exchanged, it was desirable that for the same grades of appointment there should be a universal scale of pay, *any difference to meet local conditions being made up by local rates and allowances.*'

In Major-General Hoad's memorandum it is recommended that, in Australia, there should be three grades of General Staff Officers, paid as in England. The Chief of the General Staff made the following comment on this proposal: 'Similarity of grading would facilitate matters, but a universal rate of pay would not work with local conditions'; and Sir W. Nicholson drew attention to the guiding principle that 'Officers sent to serve far from their homes must be adequately paid.'

Thus, while we must be prepared to assess the value of appointments and fix a rate based upon responsibility and local conditions, we must not neglect to appraise at their true value the additional allowances which should be apportioned to those appointments when it is desired to fill them by officers from abroad.

This question of allowances applies equally to an officer going out from home to an Over-sea Dominion, and to an officer from an Over-sea Dominion coming to England.

It cannot be expected that an officer whose qualifications lead him to hope that home appointments at 800*l.* per annum are open to him will willingly serve abroad at a smaller, or even equal, emolument, taking into consideration the necessary initial outlay and the unfamiliar conditions of living.

There must, in fact, be some inducement to offer, or the services of officers of the right type may not be found available when needed.

(3.) In regard to the third point, it is submitted for the consideration of the Conference that the issue of a temporary commission to the officers concerned will meet the case. For example, an officer of the Australian Military Forces on duty in

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England would receive a temporary commission in the Home Regular Forces; similarly an officer belonging to the latter would, while on duty in the Commonwealth, receive a temporary commission in the Australian Forces.

This arrangement, which appears to be simple and safe, has been found to work satisfactorily in the past, and is considered to be a sound arrangement to continue in the future.

(4.) The final point in connection with the question of interchange of officers is to decide with whom the initiative in the matter should rest.

It might perhaps be contended that the Chief of the Imperial General Staff would be the proper person to recommend and order the moves, but this procedure, if followed, would affect the principle of the full local control which, throughout the Imperial General Staff Memorandum, is so rightly insisted upon. It would seem best, therefore, to arrange that the initiative in regard to making proposals for the interchange of officers should be vested in the Governments of the Over-sea Dominions, and provision made for notification to the Chief of the Imperial General Staff through the Governments concerned of each proposed exchange.

(NOTE.—In this connection it must be recollected that though the financial year ends on the same date in Canada as in England, viz., 31st March, the dates in Australia and New Zealand are, respectively, 30th June and 31st December.)

6. It is laid down in the Imperial General Staff Memorandum that 'While the Chiefs of the local sections of the Imperial General Staff keep in close communication with the Chief of the Imperial General Staff, they cannot receive orders from him.' Thus, at the outset, is established the principle of the full control of the local Chief by his own Government. There are, however, certain matters of routine, and questions of a purely ephemeral nature, regarding which the several Ministers of Defence may be disposed to authorize direct communication being established between sections, and between the central body and sections, of the Imperial General Staff.

7. In order to assist in the development of the Imperial General Staff, the views of the Governments of the Over-sea Dominions are invited on the following points:—

1st. In what manner is it proposed to arrange for the preliminary and higher education of officers of the local forces?

2nd. Are the services of any qualified General Staff Officers of the Home Regular Army required by any of the Dominions? If so, what number of officers would be required, when, what would be their duties, and what emoluments would be offered? What should be their grading?

3rd. Do the views advanced on the subject of the interchange of General Staff Officers meet with general concurrence?

4th. Is the principle of direct communication to the limited extent indicated in paragraph 6 generally acceptable?

APPENDIX A.

SUMMARY OF THE REPLIES TO THE PROPOSALS FOR AN IMPERIAL GENERAL STAFF.

A.—CANADA.

Accepts principles enunciated in Imperial General Staff paper, and considers that those principles can best be applied 'by an extension of the functions of Royal Military College, Kingston, and by including among its instructing staff specially selected officers from the educational branch of the Imperial General Staff.' Their efforts are to be directed towards raising the standard of professional proficiency and promoting uniformity of thought among the officers of the Dominion forces who, in due course will compose the local section of the Imperial General Staff.

(1) To send Canadian candidates for Imperial Staff College to Royal Military College, Kingston, for 6 months before the entrance examination. (Not to compete unless fully recommended by Commandant.)

(2) New Commandant to be a General Staff Officer, 1st Grade, belonging to the Home regular army with previous instructional experience.

(3) To obtain the services of two General Staff Officers, 2nd Grade, from the Home regular army. Their duties—to prepare Imperial Staff College candidates, assist education generally at Kingston, attend staff rides, regimental tours, and war games; lecture at Universities where military instruction is provided, serve on General Staff at annual camps, and take part in the training of the Permanent Force at the central camp, prepare schemes, set papers and act as examiners.

(4) To organize Canadian General Staff in such a manner as to—

(a) Provide Militia Council with materials with which to formulate a general policy in military matters.

(b) To secure uniformity and continuity in the execution of that policy.

(c) To advance the formation of an Imperial General Staff.

(5) To organize Canadian General Staff in three Divisions—

(a) General Staff at Militia Headquarters to perform duties assigned by Order in Council dated December 7, 1904.

(b) General Staff in Commands and Districts to perform similar duties under the officers on whose staff they are serving.

(c) General Staff Officers at Royal Military College (instructional duties).

No officer from the Canadian General Staff to be eligible for Imperial General Staff unless p.s.c. or qualified by service in the field.

(6) Canadian Section of Imperial General Staff to consist for the present of Chief of Canadian General Staff.

2 Directors.

Commandant, Royal Military College.

The necessity of a Staff College is admitted, but the establishment of one is not within the range of practical politics for some time to come. Meanwhile Canada is prepared to bear her proportion of any increased expense at Camberley if officers may continue to go there.

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B.—AUSTRALIA.

Accepts principles enunciated in Imperial General Staff paper.

Major-General Hoad, in a memorandum, dated 3rd February, 1909, sets forth certain proposals with regard to the formation of a section of the Imperial General Staff in Australia. These proposals have not yet received the sanction of the Commonwealth Government. They are as follows:—

(1) The Commonwealth Section of Imperial General Staff to comprise—

(a) Headquarters Section.

(b) The General Staff in Districts.

The Headquarters Section to consist of two Directorates—

(i.) Defence Organization Directorate.

(ii.) Military Training Directorate.

The proposed establishment is given in I.

Their duties are analogous to our Director of Military Operations, Director of Staff Duties, and Director of Military Training.

The duties of the General Staff in Districts correspond as far as possible to those of the two Directors at Headquarters.

The proposed establishment is given in II.

(2) Only specially qualified officers, including those of the Citizen Forces, to be appointed to the Commonwealth Section Imperial General Staff in Districts.

(3) No appointments to Imperial General Staff to be made other than provisionally, except —

Chief of Commonwealth Section Imperial General Staff, 2 Directors.

(4) When provisional appointments are confirmed, General Staff officers to be sent to England for further experience, either for attachment or in exchange for p.s.c. officers.

(5) A specially qualified officer always to be employed on, or attached to, Central Staff in London.

(6) Appointments to Commonwealth Section Imperial General Staff to be for 4 years.

(7.) To be three grades of General Staff officers, paid as at present in the War Office in England, viz:—

1st Grade.. . . .	£800 per annum.
2nd “	650 “
3rd “	500 “

(8.) A Conference to be held at the War Office after the Scheme has been under trial a reasonable time and, subsequently, once in every 3 years under the Chief of the Imperial General Staff.

(9.) To establish a Permanent School of Military Instruction, with a staff of highly qualified officers, under the supervision of the Chief of the Commonwealth Section of the Imperial General Staff, its object being to train officers for the Imperial General Staff, and to hold Courses of Instruction periodically for the education of officers of the Permanent and Citizen Forces in the accepted principles of modern training.

The detailed proposals for this school are contained in III.

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SUGGESTED ESTABLISHMENT FOR THE COMMONWEALTH SECTION IMPERIAL GENERAL STAFF.

I.—*Department of the Chief of Commonwealth Section Headquarters.*

Branch.	1st Grade.	2nd Grade,*	3rd Grade.*
Director of Defence Organization... ..	1		
Director of Military Training.... ..	1		
Total at Headquarters.....	2		

* For subsequent consideration.

II.—*In Military Districts.*

District.	2nd Grade.	3rd Grade.	Remarks.
New South Wales			} 2 Imperial General Staff officers in each of these districts, of whom one should be a member of the Citizen Forces. } 2 Imperial General Staff officers, their grades to be determined later.
Victoria.....			
Queensland.....			
South Australia			
West Australia.....			
Tasmania			
Total in Military Districts.	12		

III.

PROPOSALS FOR INSTITUTION OF A SCHOOL OF MILITARY INSTRUCTION.

1. Objects in view—

- (a.) To prepare candidates for the Staff College: to fill temporary General Staff appointments at Headquarters and in Districts, until Staff College graduates are available; to enable officers to qualify for higher appointments on the Administrative and Instructional Staff.
- (b). To give officers, upon first appointment to all branches of the Permanent Forces, a uniform grounding in the rudiments of their profession.
- (c.) To provide courses of instruction at the School and in Districts for officers of the Permanent and Citizen Forces, in order to disseminate throughout the forces of the Commonwealth, approved principles as regards organization and training, and the best method of applying these principles to local conditions.

- 2. School to be supervised by Chief of Commonwealth Imperial General Staff—

2 Instructors, 2nd Grade Imperial General Staff {
Commandant, 1st Grade Imperial General Staff { .ps.c. officers obtained
from home in the first case, assisted by temporary qualified officers.

- 3. A.—A senior class for more advanced students.
B.—A junior class for officers on first appointment.
C.—Courses to be held at, and away from, the school at various military centres.

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4. From 6 months to 1 year.
5. For A Course... ..10 officers (two to be selected for Staff College).
For B Course... ..10
For C Course... ..10 at the School.

—
Total... ..30 officers.
—

It would therefore appear, if a suitable building could be hired as a temporary measure, that the ultimate erection and location of the school might be left for future consideration.

COMMENTS BY THE CHIEF OF THE GENERAL STAFF ON MAJOR-GENERAL HOAD'S PROPOSALS.

1. Principles in full accord with War Office Memorandum.
2. Suggests postponing for the present the appointment of General Staff Officers in Districts.
3. Draws attention to General and Administrative staffs working in unison.
4. Major-General Hoad's proposals as to the constitution and duties of Commonwealth Section, Imperial General Staff, in accord with War Office Memorandum.
5. Questions whether officers of Citizen Forces would be sufficiently qualified to perform duties of General Staff Officers in Districts. Points out necessity of highly-trained officers.
6. Interchange of officers and necessity of an Australian Officer being at Army Headquarters approved.
7. Similarity of grading throughout the Empire would facilitate matters, but universal rate of pay would not work in with local conditions. Draws attention to guiding principle "Officers sent to serve far from their homes must be adequately paid."
8. Notes that Major-General Hoad's proposals recognize that adequate military education essential, and offers to give any assistance or advice possible in the formation of a School of Military Instruction in Australia.

C.—NEW ZEALAND.

Accepts principles enunciated in Imperial General Staff paper. No proposals as yet received.

D.—SOUTH AFRICA.

Has not yet accepted principles enunciated in Imperial General Staff paper, owing to Transvaal, Cape Colony, Natal, and Orange River Colony all being in agreement that, owing to the possible unification of South Africa, the present would be an inopportune time for the several Colonies to commit themselves to any engagement.

APPENDIX B.

COMPARATIVE STATEMENT OF RATES OF PAY.

HOME, INDIA AND COLONIES.

Home.	India.	Canada.	Australia.††	New Zealand.	Cape Colony.	Natal.	Trans-vaal.
HEAD-QUARTERS.							
G.G.S.	£ 3,000	£ 3,600	£ 1,250	£ 1,500	£ 520**		
Director.	1,500	1,680	666	Director (T. and O.)			
G.S.O., 1st Grade	800	T. and S.D. 1,300	Assist. Director 500				
G.S.O., 2nd "	650	A.A.G. 1,220					
G.S.O., 3rd "	500	D.A.A.G. { Lieut.-Col. 980 Major. 830 Staff Major. 712 Captain { 520					
COMMANDS.							
Brigadier-General, G.S. 1,000	D.A.G. 1,600	Chief Staff Officer 625	Officer i/c 400 to 600 T. and O.				
G.S.O., 1st Grade	750						
G.S.O., 2nd "	550						
Commndt., Staff College. 1,200*		Commndt. R.M. College. 720	Prof. of Military Science, Sydney University. 800				
G.S.O., 1st Grade "	700†	Professor 666					
G.S.O., 2nd " "	550†						
REGIMENTAL PAY.							
Lieutenant-Colonel.	433§	These officers generally draw same staff or command pay, in addition.	£ 380 304 228 171	£ 500 to 600 425 to 500 325 to 400 200 to 300	£ 650 700 365 273 to 319	£ 550† 456† 365† 255 to 273†	£ 550† 456† 365† 273†

* Plus 200l. Table Allowance. † Plus quarters, fuel and light, estimated at 160l. a year. ‡ The mean between the rates of regimental pay only which are drawn in the Cavalry and Infantry; command pay for Lieutenant-Colonels and allowances are not included. § When called out for "Military Service." ¶ The rates when out for training are lower. ** According to latest returns. †† Plus lodgings, command pay (for Lieutenant-Colonel and Major), fuel and light, and rations. ‡‡ No pension.

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APPENDIX C.

PROPOSALS REGARDING THE FURTHER TRAINING OF OFFICERS OF THE FORCES OF THE OVER-SEA DOMINIONS AFTER LEAVING THE STAFF COLLEGE.

1. On page 10* of the Imperial General Staff paper the following propositions are put forward, viz.:—

‘After graduating at a staff college, an officer should return to regimental duty with troops for a time, in order to refresh his knowledge of their wants and feelings in the light of his wider experience. This period should, if possible, be for at least 1 year’s duration.’

‘After this, officers selected as likely to be suitable for General Staff work should undergo, under the eye of the Chief of the local section of the General Staff, a probationary course of practical staff training with troops and at headquarters, during which they would be fully reported on, with regard to their fitness for the Imperial General Staff. Under present conditions this course of staff training should be carried on under the supervision of the Chief of the Imperial General Staff in London, or in India under that of the Commander-in-Chief of the Forces in that country.’

2. It is a question for consideration whether, in the case of officers belonging to the forces of the Over-sea Dominions, the probationary period alluded to above should not precede the return of the officer to regimental duty in his own Dominion.

It has been acknowledged that, for some time to come, the higher training necessary to fit an officer for work on the General Staff must, in the case of officers from the Over-sea Dominions, be carried out at the Camberley or Quetta Staff Colleges, *i.e.*, until the Dominions establish Staff Colleges of their own.

3. It is suggested, therefore, that after the 2-years’ course at the Staff College opportunity might well be taken for the attachment of these officers for 1 year to the different Directorates of the General Staff at Army Headquarters in England or India as the case may be, and also for a period to the staff in commands, where they could be initiated into the practical working of General Staff methods with troops.

This probationary period might be arranged as follows:—

AT HEADQUARTERS UNDER THE SUPERVISION OF THE CHIEF OF THE IMPERIAL GENERAL STAFF.

In the Military Operations Directorate—

Two months.

In the Staff Duties Directorate—

Two months.

In the Military Training Directorate—

Four months (to include attachment to the staff in a command, and attendance at manœuvres and training, under arrangements to be made by the Director of Military Training and under the supervision of the Brigadier-General of the General Staff of the command).

4. As, moreover, it is very necessary that a prospective General Staff Officer should be given the opportunity of studying the administrative work of the Army, the officers, allowing 1 month for leave, should be attached for the remaining 3 months to the Adjutant-General’s and Quarter-Master-General’s branches of the Staff at Army Headquarters.

5. After this probationary period, which it is submitted will greatly enhance the value of the Staff College training, the officers should return to their respective Dominions and revert to regimental duty with troops, as indicated in the extract from the Imperial General Staff paper quoted in paragraph 1 of these proposals.

APPENDIX D.**PROPOSALS REGARDING THE PROCEDURE TO BE FOLLOWED IN ARRANGING THE INTERCHANGE OF STAFF OFFICERS BETWEEN THE DIFFERENT SECTIONS OF THE IMPERIAL GENERAL STAFF.**

On page 11* of the Imperial General Staff paper a question of the temporary interchange between officers for duty in different parts of the Empire is discussed. In the 'Proposals for so organizing the military forces of the Empire as to ensure their effective co-operation in the event of war,' Part 3 (pages 42-43), the subject is further considered.

It remains to suggest a means by which these interchanges can be most conveniently arranged. It is suggested the following procedure will meet the case, viz.:—

In the first instance, the Chief of the Local Headquarters Section concerned, under the authority of his Government, should communicate with the Chief of the Imperial General Staff at the War Office informing him of the needs of the Dominion Forces in regard to the officer required for interchange, the rates of pay, duties of the appointment, and when and where required. The Chief of the Imperial General Staff will then send the names of suitable officers, who are available, to the Chief of the Local Headquarters Section. The latter must then arrange the matter with his Minister, and a formal application for the services of the officer selected by the Minister should then go forward from the Government of the Dominion to the Colonial Office.

In the same manner, when the Chief of the Imperial General Staff is desirous of obtaining the services of an officer of the local forces for employment in a General Staff appointment in the Home Regular Army, he should communicate with the Chief of the Local Headquarters Section concerned, who, with the concurrence of his Minister, would submit the names of suitable officers who are available to the Chief of the Imperial General Staff.

The latter would then apply, through the Colonial Office, for the services of the selected officer to the Government of the Dominion concerned.

As pointed out, however, in paragraph 5 (1) of Part III. of the 'Proposals for so organizing the military forces of the Empire as to ensure their effective co-operation in the event of war,' equality of interchanging cannot be expected until the military education and higher staff training of the officers of the local forces have been assimilated to those of the officers of the Home Regular Army.

A procedure based on similar lines will be applicable when the Government of a Dominion desires to obtain the services of a general staff officer either of the Indian Army, or of another Dominion, in exchange for one of her own officers.

* Page 11 of [Cd. 4475].

APPENDIX E.

EXPLANATORY MEMORANDUM, WITH TABLES, SHOWING GENERALLY THE PROPOSED ORGANIZATION AND DISTRIBUTION OF THE DUTIES OF THE IMPERIAL GENERAL STAFF.

1. Table I. shows broadly the organization and principal duties of the General Staff at Imperial Headquarters in Peace.

All questions, which affect the war organization, training, equipment and fighting efficiency of the army in general, are initiated by, or submitted to, the Department of the Chief of the General Staff.

If these questions involve principles, or are otherwise of importance, the views of the three Directors are obtained by means of personal interviews, conferences, and minutes, and these, whether unanimous or not, are referred to the Chief of the General Staff for his decision and approval. The decision thus reached represents the official view of the General Staff, and serves as a foundation on which the other Departments in the War Office base their administrative policy.

2. Table II. shows the distribution of Staff Duties in war at General Headquarters of the forces in the field. It should be noted that Field Service Regulations, Part II., lay down that the authority of the Commander-in-Chief of the forces in the field is to be exercised through his Chief of the General Staff, who is his responsible adviser on everything that affects military operations. In the case of a smaller formation this adviser is the senior officer of the General Staff.

Although charged with the general co-ordination of staff work at General Headquarters, the Chief of the General Staff is not concerned with the detailed working of the Adjutant-General's and Quarter-Master General's branches of the Staff.

3. Table III. shows the organization in war of the General Staff for the Headquarters of an Army, *i.e.*, a Group of two or more Divisions.

4. Table IV. shows graphically how the system of command in the field is built up, and the manner in which responsibility is decentralized amongst subordinate commanders.

5. Table V. has been drawn up with a view to showing in tabular form the duties which would fall to Local Headquarters Sections of the Imperial General Staff under the scheme which was foreshadowed in the paper submitting the proposals for the formation of an Imperial General Staff to the self-governing Dominions.

It has been generally agreed that questions affecting the Empire as a whole should be decided by the Central Body at Imperial Headquarters. The functions which have therefore been allotted to the Local Headquarters Sections are confined to the study of local needs and local possibilities, and to the supervision of the application of general principles under local conditions.

TABLE I.
IMPERIAL HEADQUARTERS.

DEPARTMENT OF CHIEF OF IMPERIAL GENERAL STAFF.	
DIRECTOR OF MILITARY OPERATIONS.	DIRECTOR OF STAFF DUTIES.
<ol style="list-style-type: none"> 1. Principles and policy connected with— <ol style="list-style-type: none"> (a). Organization of the military forces of the Empire for the purpose of Imperial Defence. (b). The uses to which the above should be put in war. (c). The training of the Imperial Army. (d). Preparations and study of plans for the military defence of the Empire. 2. War organizations and Imperial war establishments. 3. Education of officers, including the formation of military opinion on questions of policy. 4. Selection and administration of the Imperial General Staff. 5. Publication of all works dealing with war for the guidance of the Imperial General Staff through local Ministers of Defence on matters connected with the above. 	<ol style="list-style-type: none"> 1. Home defence plans and reconnaissance of United Kingdom. 2. Instruction and training of forces in United Kingdom. 3. Manœuvres. 4. Schools of training and education of officers. 5. Officers Training Corps.
DIRECTOR OF MILITARY OPERATIONS.	DIRECTOR OF MILITARY TRAINING.
<ol style="list-style-type: none"> 1. Collection of information about the Empire. 2. Strategic Distribution of the Regular Army. 3. Preparation of schemes of offence for the Imperial Army under various conditions. 4. Study of schemes of Imperial defence other than in the United Kingdom in consultation with Local Headquarters Sections. 5. Intelligence. 6. Mapping and Topographical Section. 	<ol style="list-style-type: none"> 1. Study and submission of proposals dealing with— <ol style="list-style-type: none"> (a). Strategic and tactical principles of employment of all arms in war. (b). Organization of an army for war as regards commands, staff, fighting units, services and departments. (c). The most suitable weapons and equipment for military purposes. 2. Embodiment of decisions on above questions in Field Service Regulations and examining manuals. 3. Collection of opinions from General Staff and other departments concerned, and submission to Chief of Imperial General Staff for decision on questions of principle. 4. Organization and training of Imperial General Staff, appointments and attachments thereto. Staff College.

Intercommunication Services.

TABLE II.

GENERAL DISTRIBUTION OF STAFF DUTIES IN WAR.

GENERAL HEADQUARTERS.

GENERAL STAFF BRANCH.		ADJUTANT-GENERAL'S BRANCH.		QUARTER-MASTER-GENERAL'S BRANCH.
Operations.	Intelligence.	Operations.	Discipline.	Embarkations and landings outside theatre of operations.
Operations. Distribution Movements.	Intelligence of enemy and country.	Intelligence of enemy and country.	Application or interpretation of military, martial and international law.	Distribution in detail of quarters and buildings within the area delimited by the General Staff.
Despatch and receipt of messages.	Intelligence accounts.	Intelligence accounts.	Executive duties connected with appointment and promotion of officers.	Questions concerning— Supplies.
Intercommunication.	Maps.	Maps.	Questions relating to the supply of military personnel, interior economy, &c.	Equipment, clothing and stores of all kinds except Medical.
	Guides and Interpreters.	Guides and Interpreters.	Medical and Sanitary services.	Land and sea transport.
	Flags of Truce.	Flags of Truce.	Casualties and invaliding.	Railway administration.
	Communication with enemy.	Communication with enemy.	Organization and Mobilization of improvised units.	Remounts.
	Policy as regards civil population.	Policy as regards civil population.	Police and sanitary measures.	Veterinary.
	Cvpliers.	Cvpliers.	Prisoners of war.	Postal.
	Censorship.	Censorship.	Routine duties.	Preparation of reports, &c., dealing with above.
	(Military Attaches, Press, &c.)	(Military Attaches, Press, &c.)	Burying parties and places.	Subject to tactical considerations the coordination of all administrative arrangements between the I.G.C. and Commanders of Divisions.
	Press Correspondents.	Press Correspondents.	Ceremonial.	Drafting all orders on above for insertion in general orders.
	Preparation of reports dealing with above.	Preparation of reports dealing with above.	Drafting orders regarding above duties for insertion in general orders.	Signature and issue of routine orders connected with above.

NOTE. For the efficient performance of staff duties all three branches must work in close co-operation. The power and responsibility of co-ordinating staff work at general headquarters is vested in the Commander-in-Chief; but, as it is not desirable that the Commander-in-Chief should himself be burdened with this duty, he will delegate it to such extent as he may think fit to the Chief of the General Staff, who is his responsible adviser on all matters affecting military operations, through whom he exercises his functions of command, and by whom all orders issued by him will be signed.—Field Service Regulations, Part II., Section 15, Paragraph 3.

TABLE III.

ORGANIZATION OF THE GENERAL STAFF AT THE HEADQUARTERS OF AN ARMY, *i.e.*, A GROUP OF TWO OR MORE DIVISIONS.

SENIOR GENERAL STAFF OFFICER.	
Operations. Movements. Intercommunication.	Intelligence.

TABLE V.
LOCAL HEADQUARTERS SECTION OF THE IMPERIAL GENERAL STAFF.

CHIEF OF SECTION.	
OPERATIONS BRANCH. DIRECTOR OF OPERATIONS.	Advice on Local Military policy to be pursued. Organization of Local Forces in accordance with State policy. Plans for Local Defence. Supervision of training of troops. Education of Officers. Selection of officers of local Forces for study at Imperial Staff Colleges.
	TRAINING BRANCH. DIRECTOR OF TRAINING AND STAFF DUTIES.
	1. Instruction and training of the Local Forces for war on lines laid down in Field Service Regulations, &c. 2. Manœuvres. 3. Education of officers. Local educational establishments. 4. Training Manuals. 5. Staff organization—Staff Rides. Record of officers suitable for staff employ. 6. Intercommunication Services.
1. Information about its own Dominion and neighbouring States. 2. Preparation of plans for local defence. 3. Preparation of plans for concentration and movements of Imperial Headquarters, based on information supplied by its own Dominion. 4. Mapping and reconnaissance, following Imperial Establishments as far as possible. 5. War Establishments, following Imperial Establishments as far as possible. 6. Most suitable equipment to adopt, study of questions relating to. 7. Strategic distribution of the local force. 8. Application of principles laid down in Field Service Regulations.	TRAINING BRANCH. War Training. Manœuvres.
	STAFF DUTIES BRANCH. Organization of the Staff of the Army. Officers' education.

NOTE. In Commands and Districts, the staff to remain as at present constituted. Imperial General Staff Officers to be gradually appointed as they become available. There should be only one General Staff, i.e., the Imperial General Staff; it would seem undesirable to create a second form of General Staff which could only be temporary.

(IV.)—AUSTRALIA.

Summary of result of meetings:—

PRESENT:

The Right Honourable R. K. McKenna, M.P., First Lord of the Admiralty, in the Chair.

Admiral of the Fleet Sir JOHN FISHER, G.C.B., O.M., First Sea Lord of the Admiralty.

Rear-Admiral the Hon. A. E. BETHELL, C.M.G., Director of Naval Intelligence.
W. GRAHAM GREENE, Esq., C.B., Assistant Secretary of the Admiralty.

Rear-Admiral Sir C. L. OTTLEY, K.C.M.G., M.V.O., Secretary to the Committee of Imperial Defence.

Australia—

Colonel the Hon. J. F. G. FOXTON, C.M.G., Minister without portfolio.

Captain A. R. CRESWELL, C.M.G.

Captain J. R. CHANCELLOR, D.S.O., Assistant Secretary to Imperial Conference.

The suggestions made in the Admiralty Memorandum formed the basis of the discussion and the following arrangements were provisionally adopted, viz.:—

Australia should provide a Fleet Unit to consist of:—

- 1 Armoured Cruiser (new 'Indomitable' class).
- 3 Unarmoured Cruisers ('Bristol' class).
- 6 Destroyers (River class).
- 3 Submarines (C. Class).

These vessels should be manned as far as possible by Australian officers and seamen, and the numbers required to make up the full complement for immediate purposes should be lent by the Royal Navy.

In peace time and while on the Australian Station this Fleet unit would be under the exclusive control of the Commonwealth Government as regards their movements and general administration, but officers and men should be governed by regulations similar to the King's Regulations, and be under naval discipline, and when with vessels of the Royal Navy, the senior officer should take command of the whole. Further, when placed by the Commonwealth Government at the disposal of the Admiralty in war time, the vessels should be under the control of the Naval Commander-in-Chief.

The Australian Fleet unit should form part of the Eastern Fleet of the Empire to be composed of similar units of the Royal Navy, to be known as the China and the East Indies units respectively and the Australia Unit.

The initial cost of such a Fleet unit was estimated to be approximately:—

1 Armoured Cruiser (new 'Indomitable' class)...	£2,000,000
3 Unarmoured Cruiser ('Bristols') at £350,000...	1,050,000
6 Destroyers (River class) at £80,000...	480,000
3 Submarines (C. class) at £55,000...	165,000

Total... .. £3,695,000

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The annual expenditure in connection with the maintenance of the Fleet Unit, pay of personnel, and interest on first cost and sinking fund, was estimated to be about £600,000, to which amount a further additional sum would have to be added in view of the higher rates of pay in Australia and the cost of training and subsidiary establishments, making an estimated total of £750,000 a year.

This annual cost should be disbursed by the Commonwealth, except that the Imperial Government, until such time as the Commonwealth could take over the whole cost, should assist the Commonwealth Government by an annual contribution of £250,000 towards the maintenance of the complete Fleet unit.

The annual subsidy of £200,000 under the existing agreement should be paid as heretofore by the Commonwealth to the Imperial Government up to the time when the existing Australian Squadron should be relieved by the new Australian Fleet unit.

When desired, officers and men of the Australian service might be sent for training and service to vessels and training schools of the Royal Navy and their places taken by officers and men of the Royal Navy who, with the approval of the Admiralty, should volunteer for service in vessels of the Australian Navy.

The dockyard, &c., at Sydney, should on the completion of the fleet unit be handed over to the Commonwealth Government free of charge, on condition that it is to be maintained in a state of full and complete efficiency, and that it shall not be diverted from its original purpose.

The construction of the Armoured Cruiser should be undertaken as soon as possible, and the remaining vessels should be constructed under conditions which would ensure their completion, as nearly as possible, simultaneously with the completion and readiness for service of the Armoured Cruiser, which it is understood would be in about 2½ years.

Training Schools for officers and men should be established locally and arrangements made for the manufacture, supply, and replenishment of the various naval ordnance, and victualling stores required by the Squadron. Until stores and munitions of war are manufactured in Australia the vessels of the Australian unit should be supplied as far as possible with stores, ammunition, and ordnance stores in the same manner, and at the same cost, as other vessels of His Majesty's Service.

Great stress was laid upon the maintenance of the same general standard of training, discipline, and general efficiency both in ships and officers and men.

19th August, 1909.

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(V.)—NEW ZEALAND.

Summary of result of meetings:—

PRESENT:

The Right Honourable R. K. McKENNA, M.P., First Lord of the Admiralty, in the Chair.

Admiral of the Fleet Sir JOHN FISHER, G.C.B., O.M., First Sea Lord of the Admiralty.

Rear-Admiral the Hon. A. E. BETHELL, C.M.G., Director of Naval Intelligence.

W. GRAHAM GREENE, Esq., C.B., Assistant Secretary of the Admiralty.

Rear-Admiral Sir C. L. OTTLEY, K.C.M.G., M.V.O., Secretary to the Committee of Imperial Defence.

New Zealand:

The Right Honourable Sir J. G. WARD, K.C.M.G., Prime Minister and Minister of Defence.

Colonel R. H. DAVIES, C.B.

Captain J. R. CHANCELLOR, D.S.O., Assistant Secretary to Imperial Conference.

The proceedings which took place at the various meetings are summed up in the form of a letter from Sir Joseph Ward to the First Lord of the Admiralty, and a reply from the latter, which are printed in full.

11th August, 1909.

DEAR MR. McKENNA,

At to-day's meeting you explained that the general idea underlying the Admiralty memorandum was that the present East Indies, China, and Australian Squadrons should be treated strategically as one Far Eastern or, as you thought as a preferable term, Pacific Station, and that each of the principal portions of this station should have a complete Fleet unit, the Commonwealth Government maintaining one unit in Australian waters, in lieu of the present Australian Squadron, and the Imperial Government providing the remainder, the 'Dreadnought' cruiser presented by New Zealand forming the flagship of the China unit. If Canada found herself able also to come into this agreement, her contribution to the Pacific Station would be a fourth unit.

I think it will conduce to clearness if I state my views in writing, hence this memorandum.

I expressed myself as generally satisfied with this arrangement as a strategic plan, but I would point out that if, as I understood, Australia is providing an independent unit, it means the superseding of the present British Australian Squadron, and the fact of that being done would, on its completion, determine the Naval Agreement with Australia and New Zealand, thus creating an entirely new position.

I favour one great Imperial Navy with all the Oversea Dominions contributing either in ships or money, and with Naval Stations at the self-governing Dominions supplied with ships by and under the control of the Admiralty. I however realise the difficulties, and recognise that Australia and Canada in this important matter are doing that which their respective Governments consider to

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be best, but the fact remains that the alterations that will be brought about upon the establishment of an Australian unit will alter the present position with New Zealand.

New Zealand's maritime interests in her own waters and her dependent islands in the Pacific would, under the altered arrangements, be almost entirely represented by the Australian Fleet unit, and not, as at present, by the Imperial Fleet. This important fact I consider necessitates some suitable provision being made for New Zealand, which country has the most friendly feeling in every respect for Australia and its people, and I am anxious that in the initiation of new arrangements with the Imperial Government under the altered conditions the interests of New Zealand should not be overlooked. I consider it my duty to point this out and to have the direct connection between New Zealand and the Royal Navy maintained in some concrete form.

New Zealand will supply a 'Dreadnought' for the British Navy as already offered; the ship to be under the control of and stationed wherever the Admiralty considers advisable.

I fully realise that the creation of specific units, one in the East, one in Australia, and, if possible, one in Canada, would be a great improvement upon the existing condition of affairs, and the fact that the New Zealand 'Dreadnought' was to be the flagship of the China-Pacific unit is, in my opinion, satisfactory. I however consider it is desirable that a portion of the China-Pacific unit should remain in New Zealand waters, and I would suggest that two of the new 'Bristol' cruisers, together with three destroyers and two submarines, should be detached from the China station in time of peace and stationed in New Zealand waters; that these vessels should come under the flag of the Admiral of the China unit; that the flagship should make periodical visits to New Zealand waters; and that there should be an interchange in the service of the cruisers between New Zealand and China, under conditions to be laid down.

The ships should be manned, as far as possible, by New Zealand officers and men, and in order that New Zealanders might be attracted to serve in the Fleet, local rates should be paid to those New Zealanders who enter, in the same manner as under the present Australian and New Zealand agreement, such local rates being treated as deferred pay.

The determination of the agreement with Australia has, of necessity, brought up the position of New Zealand under that joint agreement. I therefore suggest that on completion of the China unit, the present agreement with New Zealand should cease, that its contribution of £100,000 per annum should continue and be used to pay the difference in the rates of pay to New Zealanders above what would be paid under the ordinary British rate. If the contribution for the advanced rate of pay did not amount to £100,000 per annum, any balance to be at the disposal of the Admiralty.

The whole of this fleet unit to be taken in hand and completed before the end of 1912, and I should be glad if the squadron as a whole would then visit New Zealand on the way to China, leaving the New Zealand detachment there under its Senior Officer.

I remain,

Yours sincerely,

J. G. WARD.

The Right Honourable R. McKenna, M.P.,
Admiralty, Whitehall, S.W.

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18th August, 1909.

DEAR SIR JOSEPH,

The suggestions made by you at the meeting on the 11th and recited by you in your letter to me of the same date have been carefully considered and concurred in by the Admiralty.

The present Naval Agreement with Australia and New Zealand will not be renewed, and in view of this fact and the other special circumstances referred to by you the part of the China Fleet unit, as set out by you, will be maintained in New Zealand waters as their headquarters. Your wish that the ships of the Fleet as a whole, or at any rate the armoured ship and the cruisers, when completed, should pay a visit to New Zealand on the way to China shall also be carried out.

I take this opportunity on behalf of the Admiralty of repeating their sincere thanks to the New Zealand Government for taking so important a part in the inception of the present Conference. The Admiralty feel that every effort should be made to work out a scheme acceptable to the people of New Zealand, having regard to the patriotic action taken by yourself and your Ministers in March last.

I remain,

Yours sincerely,

REGINALD McKENNA.
